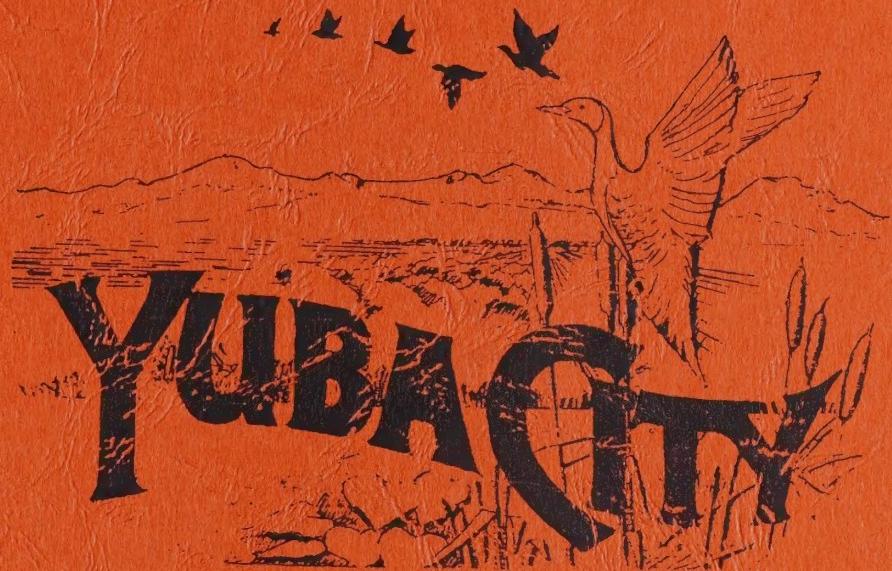


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## YUBA CITY URBAN AREA GENERAL PLAN

1985-2005



# YUBA CITY URBAN AREA GENERAL PLAN

Final Environmental Impact Report

Section I - Introduction

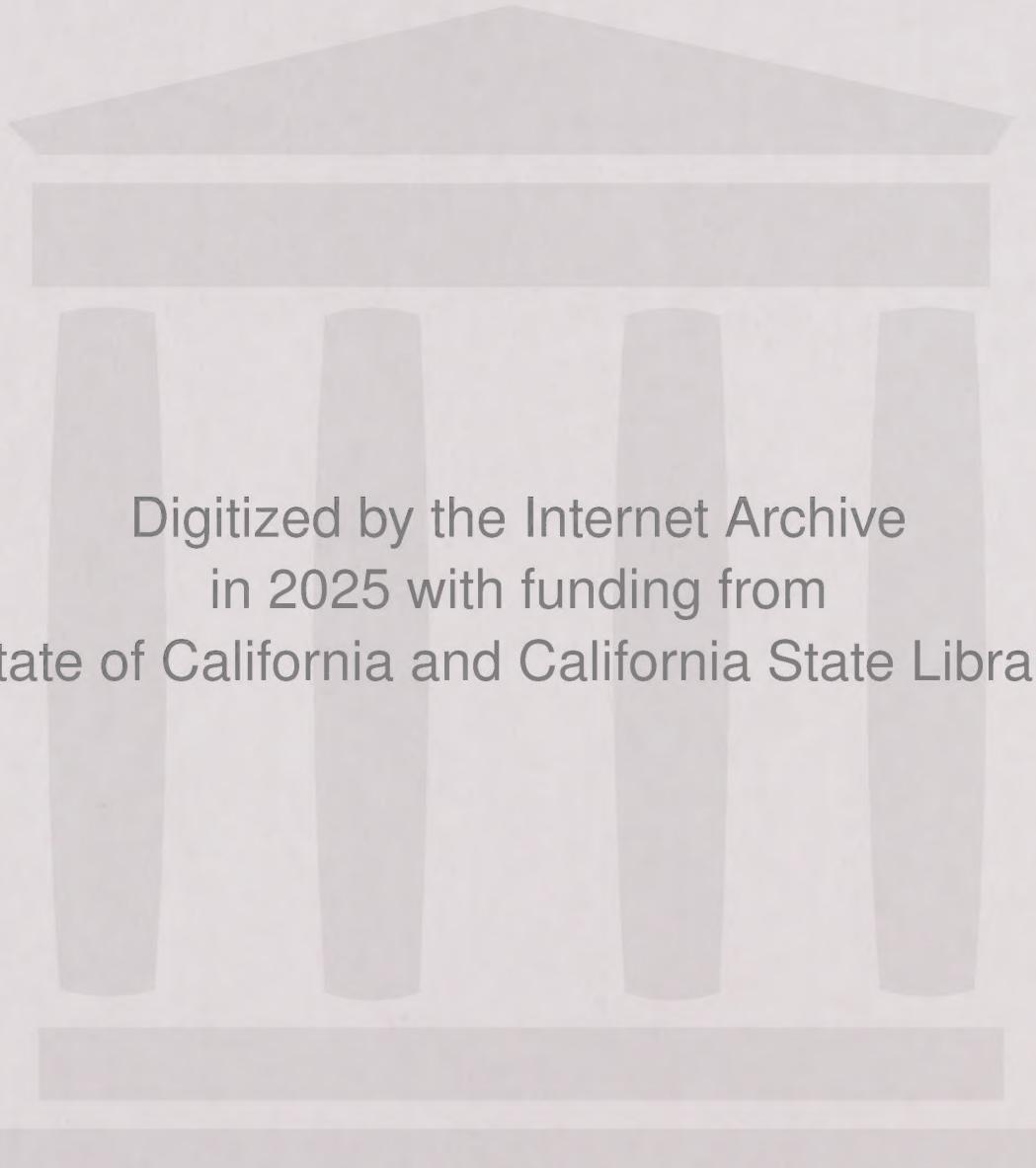
Section II - Inventory

Section III - Issues

- A. Natural Resources
- B. Aesthetic, Cultural and Recreational Resources
- C. Community Development
- D. Public Services
- E. Land Use
- F. Housing
- G. Hazards

Yuba City Planning Department

July, 1989



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RESOLUTION OF THE CITY COUNCIL OF THE CITY OF  
YUBA CITY ADOPTING THE 1989 YUBA CITY URBAN  
AREA GENERAL PLAN

WHEREAS, the Yuba City Planning Commission has reviewed the proposed General Plan for the Yuba City Urban Area for the past six years, and

WHEREAS, the Planning Commission has sought out and received testimony relative to the future of the community, and

WHEREAS, the Planning Commission determined that the Natural Resources; Aesthetic, Cultural and Recreational Resources; Community Development; Public Services; Land Use; Housing; and Hazards Elements and amendments thereto as outlined in the July 26, 1989, Agenda Report and by Staff during the public hearing are most suitable to guide development of the Yuba City Urban Area; and

WHEREAS, the Planning Commission conducted a public hearing and received testimony on the 1989 Yuba City Urban Area General Plan on July 26, 1989, and

WHEREAS, the Planning Commission found that the Final Environmental Impact Report, as certified by Staff, was complete, and

WHEREAS, the Planning Commission recommended to the City Council of the City of Yuba City that it adopt the Commission's findings and approve the 1989 Yuba City Urban Area General Plan as outlined in the report to the Council dated October 2, 1989; and

WHEREAS, the Council of the City of Yuba City conducted a public hearing on the proposed amendment to the General Plan and considered the Final E.I.R. on the changes proposed in said Plan on 9/18/89 and 10/2/89.

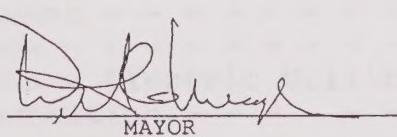
NOW THEREFORE BE IT RESOLVED that the City Council of the City of Yuba City does hereby certify that the environmental documentation is complete and adopt the Natural Resources; Aesthetic, Cultural and Recreational Resources; Community Development; Public Services; Land Use; Housing; and Hazards Elements as recommended by the Yuba City Planning Commission on July 26, 1989.

The foregoing Resolution was duly and regularly introduced, passed and adopted by the City Council of the City of Yuba City at a regular meeting thereof held on October 2, 1989.

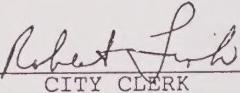
AYES: Councilmen Fraser, Grilione, Nelson and Mayor Meagher

NOES: None

ABSENT: Councilman Pappageorge

  
\_\_\_\_\_  
MAYOR

ATTEST:

  
\_\_\_\_\_  
CITY CLERK



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## I. INTRODUCTION



## ORGANIZATION OF THE PLAN

The main purpose of a general plan is to assist in making short-term decisions that result in the realization of the long-term goals of the community. State law requires that every city have a general plan. The general plan must address seven mandatory elements: Land Use, Circulation, Housing, Conservation, Open Space, Safety and Noise. The Seismic Safety and Scenic Highways elements formerly mandatory are now optional. They are discussed in the general plan to the limited extent that they affect Yuba City, which is nominal. The general plan is to be "internally consistent" i.e., every policy of each element must work toward a common goal. Definitions are found in the law to indicate mandatory issues to be covered by each element. It should be noted that the mandatory elements were inserted by the State at different times, and for different purposes, and include duplication and overlap of material. It is the intent of this general plan to have internal consistency and to adequately respond to the issues affecting each of the mandatory elements.

State law further requires that zoning, subdivision, and use permit approvals and acquisitions and disposals of public property be consistent with the adopted general plan. Since a finding of consistency is required for the above approvals it makes sense to have a complete and understandable general plan.

An analysis of the requirements of State law shows that there are basic categories of issues which must be covered by the inventory and analysis, policy determination and implementation tools. Those basic categories are:

### ISSUES

1. Natural resources issues
2. Aesthetic, cultural and recreational issues
3. Community development issues
  - a. Public facility issues
  - b. Land use issues
  - c. Housing issues
4. Hazard issues (constraints)

These issues are addressed in the mandated elements as shown below:

### MANDATED ELEMENT

Land Use  
Circulation  
Housing  
Conservation  
Open Space  
Safety  
Noise

### ISSUES (as numbered above)

	1	2	3a	3b	3c	4
Land Use	x	x	x	x	x	x
Circulation				x	x	
Housing			x	x	x	
Conservation	x					x
Open Space	x	x				x
Safety						x
Noise						x

## SUMMARY OF GOALS

The basic goals of the General Plan are:

- 1) Preservation of agricultural land.
- 2) Conservation of resources.
- 3) Provision of parks & recreation opportunities.
- 4) Improvement of scenic highways and corridors.
- 5) Protection of scenic areas.
- 6) Preservation of the Feather River's scenic attributes.
- 7) Encouragement of cultural diversity and historic preservation.
- 8) Creation of recreational trails.
- 9) Maintain public access to the Feather River.
- 10) Enhancement of the City image in the eyes of the citizens and the traveling public.
- 11) Preservation of regional relationships.
- 12) Provision of accessibility for the population to housing, shopping, jobs, recreation and cultural activities through economical use of resources.
- 13) Improvement to the local economy.
- 14) All citizens of the Urban Area shall have access to a full range of public services.
- 15) Provision of police protection shall continue and expand at 1988 City levels of service or above.
- 16) Provision of fire prevention, protection and suppression and emergency medical response shall continue and expand at 1988 City levels of service.
- 17) Provision of adequate water quality and quantity to the Urban Area.
- 18) Urban development shall be connected to a sanitary sewer system.
- 19) Adequate drainage shall be provided to all urban areas.

20) Urban residents shall have access to superior education opportunities.

21) Adequate streets and highways shall be provided and maintained to serve existing and future populations of the Urban Area.

22) The goals, policies, objectives and implementation plan of the Hub Area Transit Authority shall be fulfilled.

23) Bikeways should be provided to facilitate use of bicycles as alternative modes of transportation.

24) Provision of solid waste disposal for the Urban Area.

25) Establishment and preservation of adequate space for community growth.

26) Refinement of existing and future developments to assure compatibility.

27) Promotion of accessibility between home, job, shopping, education, recreation, and social and cultural facilities and between industry and workers, materials, power and markets.

28) Economical use of community resources to accomplish the most improvement at the lowest cost.

29) Separation of incompatible usage and association of compatible and mutually beneficial uses.

30) A decent house and suitable living environment for every family in the Urban Area.

31) Protection of life and property from flood endangerment.

32) Preservation and enhancement of quality of life, including reasonable ambient noise levels, for the residents of the Urban Area.

33) Airport safety.

34) Protection of the citizenry from contamination by hazardous material.

35) Adoption of the Sutter County Hazardous Waste Management Plan.



### III. INVENTORY



## LAND FORMS

### Topography

The Yuba City Urban Area lies near the center of the Sacramento Valley of California, and its topography can generally be described as flat. The slope of the land gradually runs to the southwest. This slope was established by periodic overflowing of the Feather River which deposited silt along its banks and created natural levees. Elevations near the river range from 60 feet on the north to 50 feet at the southern edge. Minor natural depressions and knolls that existed in the region have been, for the most part, modified by agricultural and urban land leveling and grading.

In addition to the Feather River, which is the eastern border of the plan area, the Gilsizer Slough traverses the southeast portion of the area--meandering in a southerly direction. This natural slough, or creek, provides drainage for flood waters for much of the Urban Area. Gilsizer Slough is intercepted by the Sutter By-Pass and is now maintained as one of the major outfalls for urban storm drainage. The topography of this feature has been modified, and in some cases underground piping has been provided.

The Live Oak Canal, a manmade ditch west of the Urban Area, is to provide drainage for the Tierra Buena area of this plan.

Another predominate manmade topographic feature is the levee system constructed to protect the area from the flood waters of the Feather and Yuba Rivers. The elevations of the levees range from 85 feet to the north to 76 feet to the south. This system was first constructed in the late 1800's when, as a result of increased siltation of the rivers by Placer mining activities, flooding of the rivers became more prevalent and more severe.

Levee District No. 1 was formed in 1873, and is responsible for maintenance of the Feather River levee system from just north of Yuba City down to just above the confluence of the Feather and Bear Rivers.

### Geology

Major geological formations in the Urban Area include pre-Cretaceous rock (over 135 million years old) that is the foundation of the valley floor and is part of the same formation that was uplifted to create the Sierra Nevada. Overlaying this bedrock are layers of Tertiary (between 63 million and 2 million years old) sedimentary rock deposited from erosion of the mountains. Pleistocene (glacial) and Holocene (recent) sands and gravels comprise the next layer nearest to the surface and are the major water bearing strata. Surface soils are made up of the

alluvial fan deposits left by the rivers when the entire valley floor acted as a flood plain prior to urbanization.

The Mineral Land Classification Map of the Yuba City-Marysville production-consumption area, published by the State Division of Mines and Geology, shows no areas containing significant mineral resources. Most of the developing portion of the Urban Area is designated as having potential but presently undiscovered resources or is unclassified. A portion of the area is shown to have no resources. It should be noted that most of the area designated as having potential undiscovered resources has been intensely developed without having discovered any mineral resource underlying the soil.

There are no major earthquake faults in the Urban Area, and seismic activity is minimal. Several small, unconnected faults exist in the Sutter Buttes, seven miles north and west of the Urban Area, but these are inactive and offer little threat to life or property.

### Soils

The soils in the Urban Area are identified in the Soil Survey of Sutter County, California, generally as the Conejo-Tisdale. These soils are moderately deep to very deep, level to nearly level, well drained loam and clay loam on terraus. Most of the Urban Area is in the Conejo-Tisdale complex or the Conejo-Urban land complex both with 0 - 2 percent slopes.

Conejo soil is deep and well drained. The surface layer is typically brown loam about 11 inches thick, with subsoil a pale brown loam about 30 inches thick over siltstone. Permeability is moderately slow. On-Site sewage disposal systems often fail or do not function properly during periods of high rainfall. If density of development is moderate to high, water contamination may occur.

Tisdale soil is moderately deep and well drained. The surface layer is typically brown clay loam about 11 inches thick with a subsoil of pale brown and light yellowish brown clay loam about 20 inches thick over siltstone. Permeability is moderately slow.

Other than the septic tank sewage disposal issue mentioned above, the soils are fairly adaptable to urban usage. They have moderate shrink-swell effects and severe road limitations due to low strength. They have a high risk of corrosion for uncoated steel and low risk of corrosion on concrete.

Site specific soil conditions should be checked by soils engineers.

## WATER

### Ground Water

Ground water in the Urban Area generally flows between 10 and 30 feet beneath the surface. Several strata of water may be found at different depths because the alluvial soil contains alternating layers of sand, gravel and clay. The Water Quality Control Board states, in the Sacramento Valley Basin Summary, that ground water in this area is usually unconfined except in some deeper aquifers and its depth varies between 1,200 and 3,000 feet before salt water is encountered. During the 1976-77 drought the ground water depth in Sutter County dropped only 7.8 feet according to measurements taken by the Sutter County Public Works Department.

The quality of the ground water varies from point to point in the Urban Area. Some wells show high concentrations of minerals, such as iron and manganese, while others require the removal of hydrogen sulfide and "marsh gasses" (probably methane).

All water for domestic and fire protection use outside Yuba City comes from ground water supplies. Two sources of water delivery are used -- individual wells and private water companies.

Many older residential lots (pre-1970) are served by individual wells. These wells are typically 90 to 150 feet deep and cased for the first 60 feet. Pump sizes range from 1 to 1-1/2 horsepower. There are approximately 4,200 residential units (28 percent of all units) scattered around the Urban Area that have water supplied by individual wells. Recent water quality standards which require greater separation between septic tank leach fields and wells and the requirements for fire flows have almost excluded this type of development except for estate density (1 unit/acre) or larger parcels. For these exceptions separate fire systems have been required.

Private and mutual water companies are providing an increasing number of residential units with water for domestic and fire protection uses. These water companies provide a central well location and distribution system. As they expand, they become tied together and a more reliable water delivery system is provided. A typical water company well is 200 to 300 feet deep and is equipped with a 5,000 to 7,500 gallon pressure tank. These pumping facilities are capable of producing 700 to 1,500 gallons of water per minute and are set to turn on in response to demand. In the past the costs for the installation of a water system have been 50 to 60 thousand dollars, however, new water quality standards, which require treatment, may increase the cost to over 100 thousand dollars per well.

TABLE B-1  
Urban Area Water Companies (2/87)

Name	Number of Customers	Estimated Flows gpd*	gpd*
		Average	Peak
Hillcrest Water Company			
New Helvetia Division	82	74,600	155,200
Westgate Division	773	703,272	1,462,713
Hillcrest Division	<u>1,137</u>	<u>1,034,475</u>	<u>2,151,688</u>
Total	1,992	1,812,347	3,769,601
Hillcrest Mutual	78	70,980	147,680
Teja Water Company	196	178,312	370,966
El Margarita Mutual Co.	45	40,860	84,960
Bryn Mawr Mutual Water Co.	35	31,833	66,167
Wildwood Mutual Water Co.	53	48,230	100,276
Mobile Home Parks (various)	450	91,000	182,000

\*gallons per day

Source: Individual water companies and Sutter County Health Department.

The 2,849 total customers of the above companies represent 14.8% of the housing units in the Urban Area in 1986. Average daily flows per customer (excluding Mobile Home Parks) were calculated at 910 gpd with peak flows being 1,892 gpd. Flows for residents in mobile home parks were calculated at 202 gpd with peak flows being 404 gpd. These flows are lower for two reasons: 1) there are generally less people residing per unit, 2) there is less landscaped area which requires watering.

#### Water System

The Yuba City Water Treatment Plant treats surface water obtained from the Feather River under authority of various water rights and contracts which assures an adequate supply well into the 21st century. The plant is a modern facility using conventional treatment methods including disinfecting, flocculation, sedimentation and filtration. The plant was originally constructed in 1969, with a capacity of 8 million gallons per day (mgd), but designed for phased expansion up to 32 mgd. The plant has now been expanded to a capacity of 16 mgd with plans for expansion to 22 mgd by 1990. Current daily flows during hot summer days reach 14 mgd with peak demands to 18 mgd.

The distribution system of the City includes several major storage facilities:

1. Clear well #1 (treatment plant) - 2 mg
2. Clear well #2 (treatment plant) - 2 mg
3. Elevated tank (Plumas Street) - 0.10 mg
4. Elevated tank (Forbes Avenue) - 0.15 mg
5. Ground reservoir (Sam Brannan Park) - 1 mg
6. Ground reservoir (Rowe Avenue) - 1 mg
7. Ground reservoir (Waste Water Plant) - 3 mg

This system provides for service for almost all of the City's 8,477 dwelling units (56.5% of the Urban Area), as well as for industrial and commercial users.



Climate

The climate of the area is characterized by hot, dry summers and moist, mild winters. Mean monthly temperature exceeds 75 degrees from June 1 through September 30, with several days having a maximum temperature in excess of 100 degrees. Due to lack of summer humidity to trap the heat and a marine sea breeze effect, summer nights are generally cool with average temperatures of about 58 degrees.

The winter mean temperature is a mild 50 degrees from December 1 to March 31. Nightly low temperatures occasionally drop below freezing providing frost-free growing period of about 280 days.

TABLE C-1  
Monthly Temperatures for Yuba City Area

	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>
Mean (°F)	46.7	50.5	55.4	60.6	66.9	74.4	78.8	76.4	73.8	64.8	53.6	47.2
Mean Maximum (°F)	53.8	59.6	65.5	72.5	80.3	89.2	96.3	94.4	88.8	78.4	65.7	55.4
Mean Minimum (°F)	37.4	40.6	43.7	47.4	51.6	57.5	60.5	58.5	55.2	49.0	41.4	37.9

Source: U.S. Department of Commerce, Climatology of the United States, No. 86-4, 1972.

The rainy season occurs from October to May with only a trace in July and August. The wettest months are the six months from November through April when 88 percent of the average annual precipitation occurs. Annual averages are about 20 inches.

TABLE C-2  
Average Precipitation in Inches

	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>	<u>Year</u>
Marysville	3.74	3.63	2.83	1.68	.79	.21	.01	.03	.09	1.17	2.22	4.32	20.72
Nicolaus	3.14	3.00	2.47	1.49	.68	.17	T*	.03	.11	.88	1.81	3.80	17.58
Tisdale	2.99	2.97	2.03	1.44	.57	.21	T*	.03	.12	1.02	1.80	3.37	16.55

\*Trace

Source: U.S. Department of Commerce, Climatology of the United States, No. 86-4, 1972.

Prevailing winds are from the south. The mean speed for the prevailing wind direction is 8 to 10 knots from November to June with a summer drop off of 6 to 7 knots from July to September. The mean speed of all monthly winds is 4 to 6 knots. Winter storms occasionally attain velocities of 40 knots; and, when combined with heavy precipitation, may topple large trees. The maximum wind speed recorded in the area was 58 knots.

Occasionally high pressure systems passing north of the area will create a wind reversal during both winter and summer. Winds flowing off of high pressure systems to the north or east pass over the Cascade or the Sierra Nevada Ranges. As these winds flow from a higher elevation to a lower elevation they compress and are thus heated. These warming air masses (sometimes called "northern" in the valley) create dry, very hot weather for brief periods in the summer. When they occur in the winter they can be responsible for colder than normal seasonal temperatures. The "northern" type wind is not atypical to this region alone. The same type of wind or modifications thereof is called a Santa Ana in Southern California, Chinook in Alaska, the Mistrale' in Southern Europe and Sirocco in Northern Africa.

In winter dense fogs often develop in the valley during periods of clear calm weather. These are radiation fogs produced by the rapid loss of heat from the earth during the long winter nights and the drainage of cool air into the valley from the slopes of the surrounding mountains. The combination of these two processes results in the cooling of air below the dew point and results in the formation of fog. Known locally as "tule fogs", such conditions may endure for several weeks, with a lifting of the fog layer during the day to a height of several hundred feet above the valley floor. At night the base of the stratus layer again builds toward the surface. The limited visibility of such conditions can hamper air and highway travel in the region.

A slowing of air flow may occur between winter storms, but the highest frequency of air stagnation occurs in autumn due to naturally occurring air temperature inversion layers. Two types of inversions are common in the area; surface (radiation) inversions and elevated inversions.

Surface inversions usually occur during the night and early morning and are associated with clear skies and light winds. They are caused by the cooling of the ground surface due to a loss of heat through long wave radiation and the resultant cooling of the air adjacent to the surface.

Elevated inversions occur when the temperature decreases with altitude to a given height, then increases as more altitude is gained and then decreases again. This type of inversion is due to one of three conditions: the subsidence of air aloft which is warmed by the accompanying increase in pressure; the introduction of a layer of air of low temperature beneath a warm air mass, such as a sea breeze; and a meteorological front which forms a "boundary" between cold air below and warm air aloft.

### Air Quality

The Yuba City Urban Area is part of the Sacramento Valley Air Basin (SVAB). The SVAB is comprised of the northern half of the Central Valley which is physically the most distinctly bounded, large topographical basin in the State. The SVAB is bounded on the west by the Coast Range, on the north by the Cascade Range, on the east by the Sierra Nevada Range and on the south by the San Joaquin Valley Air Basin, which is the southern half of the Central Valley. The SVAB consists of the counties of Butte, Colusa, Glenn, Sacramento, Sutter, Tehama, Yolo and Yuba, plus portions of Shasta and Solano counties.

The most distinctive difference between the SVAB and the San Joaquin Valley Air Basin is the predominant wind direction. Marine winds enter the Central Valley at the Carquinez Straits heading eastward until they are deflected by the Sierra Nevada foothills. Those winds deflected northward flow into the SVAB. Those winds deflected southward flow into the San Joaquin Valley Air Basin.

Air quality of the SVAB, as well as that of Sutter County, is the result of the combined effects of the air contaminant sources of the area, local and regional meteorological conditions and the topographical configuration of the air basin.

Air quality monitoring has been occurring within the SVAB for more than a decade. That monitoring has shown that the principal pollutants of the region and of the Yuba City Urban Area are ozone and suspended airborne solids. During 1988, for the ten months for which data are available from the Yuba City monitoring station, ozone concentrations exceed the California Standard in five of those months. From 1978 to 1988 Yuba City

mean annual concentration of total suspended particulates (TSP) exceeded the State Standard in each of those years and exceeded the National Standard in seven of those years. (Yuba City is designated as an "unclassified" area insofar as TSP pollution is concerned. This designation is assigned because of a low urban population, lacking significant industrial influences and because the area lacks sufficient monitoring stations to meet either the Environmental Protection Agency or Air Resources Board requirement for monitoring.)

Ozone is a strong irritant that attacks the respiratory system, leading to the damage of lung tissue. Asthma, bronchitis and other respiratory ailments, as well as cardiovascular disease, are aggravated by exposure to ozone. A healthy person exposed to high concentrations may become nauseated or dizzy, may develop a headache or cough, or may experience a burning sensation in the chest. Research sponsored by the Air Resources Board at the University of Southern California has shown that exposure to ozone damages the alveoli -- the individual air sacs in the lungs where the exchange of oxygen and carbon dioxide between the air and blood takes place.

During certain times of the year, ozone is a major air pollution problem in the Sacramento Valley Air Basin. The problem is most severe from May to October when bright sunlight, wind patterns, air temperature and other weather patterns are the most conducive to ozone formation. Low wind velocities during this period can cause pollution to build up the air rather than being diluted and blown away, and the mountains which surround the valley act to trap smog. In addition, temperature inversions often act to trap pollutants close to the ground.

Ozone is a pollutant which is not emitted directly. Instead, it is formed by a reaction involving hydrocarbons and nitrogen oxides. These two compounds are called precursors of ozone. Hydrocarbons are emitted into the air through evaporation or incomplete combustion of fossil fuels. Nitrogen oxides result from a reaction between nitrogen and oxygen from the air. This reaction typically occurs under high temperature and high pressure conditions found in combustion chambers.

In the Yuba City area, automobiles produce a large portion of hydrocarbons and nitrogen oxides. In addition emissions are produced by a variety of individually small, but regionally significant, sources. These other sources include off-road vehicles, pesticides and industrial, commercial and household sources.

The chemical reaction which produces ozone occurs over a number of hours and continues as long as there is adequate sunlight and unreacted emission products. During this time the air mass in which the reaction is occurring is blown along with the prevailing winds. The result is that the highest ozone levels are found many miles downwind and not in the area producing most of the emissions. Hydrocarbon and nitrogen oxide

emissions produced in the Sacramento urbanized area result in the high ozone concentrations found in northern Sacramento County and the southern portion of Placer and Sutter Counties. Much of this ozone contributes to the ozone problem in the Yuba City area.

Yuba City ozone monitoring data is shown on Table C-3. A new ozone monitor located in Pleasant Grove began operating during the summer of 1982. Data from the Pleasant Grove station is shown on Table C-4.

TABLE C-3

Highest Ozone Concentration\*\* by  
Month in Parts Per Million  
Yuba City Monitor

<u>Month</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
January				
February				
March				
April		.10*	.11	.08
May	.08	.09	.12	.11
June	.10	.10	.12	.11
July	.10	.14	.09	.12
August	.10	.11	.10	.11
September	.09	.12	.12	.11
October			.10	.12
November				.06
December				.06

(Blank: Data not available.)

\*Data for only part of month.

\*\*Preliminary data, subject to revision.

California Standard - .10 ppm  
National Standard - .12 ppm

Source: Air Resources Board, Technical Services Division.

TABLE C-4

Highest Ozone Concentration\* by  
 Month in Parts Per Million  
 Pleasant Grove Monitor

<u>Month</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
January					
February					
March					
April			.09	.10	.08
May	.09	.08	.08	-	.13
June	.11	.12	.11	-	.11
July	.12	.12	.12	.10	.11
August	.13	.10	.14	.10	.15
September	.11	.09	.10	.14	.12
October	.11	-	-	.10	.11
November					.05
December					

\*Preliminary data, subject to revision.

Source: Air Resources Board, Technical Services Division.

Airborne particles include dust and smoke and may contain sulfur, nitrogen, carbon and various metals. Although the nose and throat are able to stop most large particles, very small ones easily bypass this natural filtering system and can lodge deep in the lung. Inhaled particles can directly irritate the respiratory tract, constrict airways and interfere with the mucous lining of the airways. Particulate matter also may be a carrier for toxic materials, allowing them to enter the lungs where they can be absorbed into the blood and circulated to other parts of the body.

Table C-5 shows measured TSP concentrations for the period 1976 through 1986 at various locations in Sutter County. It should be noted that although the data shown on Table C-5 is valid, some of the data is not complete enough to meet Air Resources Board and/or Environmental Protection Agency criteria for legal "representativeness".

TABLE C-5  
 Total Suspended Particulates Annual  
 Geometric Mean Concentration in Micrograms  
 Per Cubic Meter - Sutter County

<u>Location of Monitor</u>	<u>1983*</u>	<u>1984*</u>	<u>1985*</u>	<u>1986*</u>	<u>1987*</u>
Yuba City	39.9	52.8	65.2	18.4	70.6
Live Oak	50.6	61.1	65.4	32.0	82.5
Pleasant Grove					
Sutter	36.4	38.3	42.9	5.5	-

(Blank: Data not available.)

\*Data presented are valid but incomplete in that an insufficient number of valid data points were collected to meet EPA and/or ARB criteria for representativeness. These measurements were not taken during 1988.

Note: National primary total suspended particulates standard is 75 micrograms per cubic meter.

Source: California Air Resources Board, Air Quality Data.

Table C-6 shows estimated TSP emissions in Sutter County. The emissions estimates verify the dust problem in Sutter County. Approximately 80% of Sutter County's TSP comes from road dust and farming operations.

TABLE C-6  
 Estimated Total Suspended Particulates  
 Emissions in Sutter County  
 By Source Category By Year  
in Tons Per Day - Average Annual Day

<u>Source Category</u>	<u>1975</u>	<u>1979</u>	<u>1983</u>	<u>1987</u>	<u>1991</u>	<u>1995</u>
Fuel Combustion	0.06	0.07	0.08	0.08	0.09	0.09
Waste Burning	3.90	4.00	4.09	4.22	4.35	4.56
Solvent Use	0.00	0.00	0.00	0.00	0.00	0.00
Petroleum Process, Storage & Transfer	0.00	0.00	0.00	0.00	0.00	0.00
Industrial Processes	1.03	1.10	1.12	1.17	1.22	1.29
Pesticide Application	0.00	0.00	0.00	0.00	0.00	0.00
Farming Operations	23.57	24.00	24.53	25.25	25.97	27.17
Road Dust	8.96	9.50	9.98	10.48	11.02	11.62
Other Miscellaneous						
Stationary Sources	1.77	2.10	2.43	2.65	3.02	3.45
On-Road Mobile Sources	0.69	0.60	0.62	0.62	0.65	0.70
Other Mobile sources	0.48	0.40	0.51	0.53	0.56	0.59
Total	40.46	41.77	43.36	45.00	46.88	49.47

Source: Air Resources Board, Motor Vehicle Emissions and Projections Section.

The 1977 amendments to the Clean Air Act contain requirements for areas which had not attained national ambient air quality standards. The first step in addressing this "nonattainment" problem was to identify the areas in violation of the standards. This identification process led to Sutter County being designated a nonattainment area for ozone and an "unclassifiable" area for total suspended particulates (TSP).

The ozone nonattainment status of Sutter County is based on measured violations at the Yuba City monitoring station. The Clean Air Act Amendments require that nonattainment areas take various actions. The required actions include preparation of a plan which demonstrated attainment of the ozone standard by 1982, adoption of certain air quality control measures, demonstration of annual incremental emissions reductions and the development of certain technical information. This plan, known as the Sutter County Air Quality Plan, was prepared and adopted in 1979, amended in November, 1980 and again in May, 1983. The plan regulates open burning, vapor emissions from bulk gasoline transfers, emissions of sulfur oxides and sulfur compounds, the use of organic solvents and volatile organic materials and the emission from any stationary source of any substance into the atmosphere for which there is a State or national air quality standard.

In an attempt to reduce TSP concentrations, an experimental agricultural burning program was conducted in the Sacramento Valley Air Basin in 1981 and 1982. Before the experimental program, a relatively large, fixed number of acres were burned on a relatively few number of days. The experimental program restricts the acres to be burned during a day to a relatively small, variable number. However, the experimental program allows burning on a relatively large number of days. In addition, the experimental program uses a network of air quality and meteorological monitors to determine how many acres should be burned and where the burning should occur.

A comparison of the experimental program results with the program in effect in 1980 is shown in Table C-7. This table compares the worst ten days of each year the mean of each year.

TABLE C-7

Usable Burn Day\* Air Quality  
October 1 Through November 15

Year	Average Daily Maximum Soiling Index**		Average Air Quality		
	Worst 10 Days (% Change)	All Days (% Change)	Soiling Index** (% Change)	Hrs. of Smoke*** (% Change)	
1980	14.5 (---)	9.7 (---)	4.5 (---)	1.8 (---)	
1981	10.8 (-26%)	8.5 (-12%)	4.4 (-2%)	1.3 (-28%)	
1982	9.6 (-34%)	7.0 (-28%)	3.3 (-27%)	0.9 (-50%)	

\*Days that are not too wet to burn basinwide.

\*\*All Sacramento Valley air monitoring stations.

\*\*\*Average hours of smoke - 10 a.m. to midnight - reported by National Weather Service trained observers at Red Bluff, Marysville, Sacramento Metropolitan and Sacramento Executive Airports.

Source: California Air Resources Board, "Agricultural Burning Control Experimental Test Program in Sacramento Valley - Summer and Fall 1982", March, 1983.



## LAND USE

Within the area bounded by Pease Road on the north, the Feather River on the east, Oswald Road on the south, and Township Road on the west, there are approximately 18,219 acres of land. When that portion of the Urban Area lying north of Pease Road which was approved by Sutter County is included, the entire Urban Area contains approximately 18,323 acres. This area is in the following plan acres:

TABLE D-1

Yuba City Urban Area  
General Plan Areas (1988)

<u>Area</u>	<u>Total Acres</u>	<u>Vacant Acres</u>
Yuba City Area	6,706	2,684
Tierra Buena Area	1,554	840
Pease Road Area	76	35
Yuba City Fringe Area*	8,855	7,209
Flood Plain	<u>1,132</u>	<u>1,132</u>
	18,323	11,902

\*The Yuba City Fringe is designated for agricultural however, portions of the area are developed as residential or agriculturally related activities.

Table D-2 summarizes those areas designated for urban-type development by General Plan designation and whether the area is vacant.

TABLE D-2  
Total and Vacant Acreage by  
General Plan Designation (1988)

<u>Designation</u>	<u>Total</u>	<u>Vacant</u>
Low Density residential	4,857	2,027
Medium Density Residential	886	384
Institutional and Professional	170	50
Commercial	398	102
Industrial	1,253	650
Industrial Park	221	196
Public School	195	53
Park and Recreation	208	104
Public Facility	217	14
	<hr/>	<hr/>
	8,405	3,580

Table D-3 summarizes zoning acreages by classification as of January, 1988.

TABLE D-3

Acreage by Zoning Classification (as of 1/88)  
Urban Area and Vicinity

	<u>Yuba City Area</u>	<u>Tierra Buena Area</u>	<u>Remainder</u>	<u>Total</u>
Agricultural	48	963	9,041	10,052
Airport	136	-0-	-0-	136
Residential Estate	315	93	203	611
Single Family	3,039	336	452	3,827
Two Family	136	1	-0-	137
Multiple Family	898	31	149	1,078
Professional Office	30	-0-	-0-	30
Neighborhood Commercial	56	2	-0-	58
General Commercial	265	2	27	294
Industrial	995	126	57	1,178
Flood Plain	<u>216</u>	<u>-0-</u>	<u>780</u>	<u>998</u>
Total	6,135	1,554	10,710	18,399

TABLE D-4

Vacant Lands Ready for Development  
Yuba City Urban Area

Low Density Residential	150.0 acres (about 400 lots)
Commercial	28 acres
Industrial	152 acres

In addition to the above there are nearly 1,200 residential lots or dwelling units in the general plan area (Yuba City, Tierra Buena and surrounding lands) which have been approved or are being considered by the City and County Planning Commissions.

## DEMOGRAPHICS

### Population

Sutter County has two incorporated cities within its boundaries; the City of Yuba City and the City of Live Oak. The major portion of the urban population is centered in or around the City of Yuba City, while several unincorporated communities such as East Nicolaus, Trowbridge, Robbins, Sutter, Meridian and Tierra Buena house most of the rural unincorporated population of Sutter County. The bulk of the population of the County resides within 3 miles of Yuba City. The Yuba City Urban Area contains 51,640 people -- 23,058 of whom live inside the City limits. Of the 60,046 people residing in Sutter County, 86 percent reside within the Yuba City Urban Area, the City of Live Oak or one of the small unincorporated rural communities according to the 1980 Census. The Yuba City Urban Area and the City of Live Oak contain approximately 78 percent of County residents. Table E-1 outlines historical growth in Sutter County, and Table E-2 lists 1975, 1980 and 1985 populations for the various planning areas of the County.

TABLE E-1

Year	<u>Historical Population Growth</u>			Unincorporated Area
	<u>Sutter County</u>	<u>Yuba City</u>	<u>Live Oak</u>	
1900	5,886	-	-	5,886
1910	6,328	1,160	-	5,168
1920	10,115	1,708	-	8,407
1930	14,618	3,605	-	11,013
1940	18,680	4,968	-	13,712
1950	26,239	7,861	1,770	16,608
1960	33,380	11,507	2,276	19,597
1970	41,935	13,986	2,645	25,304
1975	46,003	15,160	2,710	28,133
1976	46,969	15,432	2,700	28,837
1977	48,150	15,694	2,778	29,391
1978	49,727	17,251	2,802	29,674
1979	51,086	17,893	2,879	30,314
1980	52,246	18,736	3,103	30,407
1981	52,810	19,118	3,084	30,608
1982	54,739	19,975	3,411	31,353
1983	56,037	20,250	3,678	32,109
1984	56,583	20,481	3,688	32,414
1985	57,574	21,097	3,696	32,781
1986	58,946	21,609	3,736	33,601
1987	59,546	22,275	3,795	33,476
1988	60,046	23,058	3,969	33,916
1989	62,470	24,620	4,100	33,750

TABLE E-2  
 Historical Population Growth  
 by  
 Statistical Area

	<u>1975</u>	<u>1980</u>	<u>1985</u>
City of Live Oak	2,710 (5.9%)	3,103 (5.9%)	3,710 (6.4%)
Live Oak Area**	5,122 (11.1%)	5,523 (10.6%)	6,361 (11.0%)
Buttes/Sutter	2,380 (5.2%)	2,674 (5.1%)	3,090 (5.3%)
Meridian/Robbins	1,508 (3.3%)	1,381 (2.6%)	1,517 (2.5^)
West Franklin/Tudor	2,128 (4.6%)	2,021 (3.9%)	2,130 (3.7%)
South Sutter	2,492 (5.5%)	2,797 (5.4%)	3,053 (5.3%)
City of Yuba City	15,160 (33%)	18,736 (35.8%)	21,200 (36.7%)
Yuba City Area**	32,160 (70%)	37,850 (72.4%)	41,649 (72.1%)
Sutter County Total	46,003 (100%)	52,246 (100%)	57,800 (100%)

\* Estimate

\*\* Includes city

The Yuba City Urban Area's share of the population of the County increased from 1970 to 1980. During this period, population increased by 30.5 percent (an annual rate of 3.0 percent) in the Urban Area, while the rural area of the County increased only 11.3 percent (an annual rate of 1.1 percent). The Urban Area population increased at an annual rate 2.5 times faster than the rural population. The Urban Area alone had 85.9 percent of the entire County population gain from 1970 to 1980.

Between 1975 and 1980 the growth of the Urban Area was even more pronounced. During this period, Urban Area population increased 16.9 percent (an annual rate of 3.4 percent) compared to only 5.6 percent (an annual rate of 1.1 percent) for the rural remainder of the County. The Urban Area population increase was nearly 3 times faster than rural areas.

Urban Area population, racial distribution and social characteristics are reported in Tables E-3, E-4, E-5 and E-6 by statistical area, urban area and census tracts. From these tables, the most interesting points are the concentration of Blacks in Yuba City and the concentration of Asians and Spanish origin people in the unincorporated portion of the Urban Area. Please note that the numbers of people in some of the tables will not match the census data. Those tables (e.g. E-3, E-4, E-5 and E-7) are based upon statistical samples of the population.

\*1980 Census definition of Urban Area

TABLE E-3  
**1980 Population and Racial Distribution  
 By Urban Area Statistical Area**

	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
<u>Total Population</u>	37,820	100.0	18,731	49.5	7,530	20.0	2,379	6.3	9,180	24.3
White	31,582	100.0	16,316	51.7	6,457	20.4	2,072	6.6	6,737	21.3
Black	235	100.0	195	83.0	40	17.0	0	0	0	0
Indian	438	100.0	288	65.8	118	26.9	0	0	32	7.3
Asian	2,933	100.0	937	31.9	636	21.7	150	5.1	1,209	41.2
Other	2,632	100.0	995	37.8	279	10.6	157	6.0	1,202	45.7
Spanish	4,009	100.0	1,783	44.5	543	13.5	239	6.0	1,444	36.0

Source: 1980 Census

TABLE E-4

ETHNIC DISTRIBUTIONRace and Spanish Origin  
1980 Census

<u>Race</u>	<u>Sutter County</u>	<u>Yuba City</u>	<u>Live Oak</u>
White	42,893	16,094	2,306
Black	562	326	2
American Indian/ Eskimo	587	279	33
Japanese	563	126	11
Chinese	201	113	2
Filipino	172	53	7
Korean	40	22	0
Asian Indian	2,585	525	186
Vietnamese	15	6	0
Hawaiian/Pacific Islander	21	10	0
Other	4,607	1,182	556
Total	52,246	18,736	3,103
<u>Spanish Origin*</u>			
White	1,924	662	345
Black	10	4	9
Asian	153	71	51
Other	4,011	1,037	470
Total	6,098	1,773	875

\* All persons of Spanish origin are  
also included in the race categories

TABLE E-5

**Social Characteristics of Persons:  
1980 Yuba City Urban Area**

	<u>YUBA CITY</u>	<u>UNINCORPORATED URBAN</u>		<u>TOTAL</u>	
<b>NATIVITY</b>					
Native	17,065		16,671		33,736
Born in California	9,736		10,087		19,823
Born in Other State	7,180		6,457		13,637
Born Abroad	149		127		276
Foreign Born	1,666		2,418		4,084
<b>LANGUAGE</b>	<b>Ages</b>	<u>5-17</u>	<u>18+</u>	<u>5-17</u>	<u>18+</u>
Speak Other than English at Home		450	1,685	964	2,500
% Who Speak English Not Well or Not at All		31.1	31.4	26.7	35.0
<b>SCHOOLING</b>					
Enrolled in School (Age 3+, 1980)		4,715		5,791	
Years Completed (25+, 1980)					10,506
Elementary					
0-4 Years	320		698		1,018
5-7 Years	491		418		909
8 Years	753		599		1,352
High School					
1-3 Years	1,552		1,369		2,921
4 Years	3,594		3,552		7,146
College					
1-3 Years	2,450		2,393		4,843
4 or More Years	1,531		2,057		3,588
% High School Graduates	70.9		72.2		71.5

Source: 1980 Census

It should be noted that the data in the foregoing table was based upon a sampling of the population taken in the 1980 Census. The data does provide a reasonable approximation of about 10% of the population speak a language other than English at home and that a significant portion of that population does not speak English well. Residents over the age of 25 years generally have graduated from high school and almost 40% of the population had college training.

TABLE E-6

1980 Census Population and Ethnic  
Classification by Census Tract

	Total Population	White	Black	American Indian Eskimo and Aleut	Asian and Pacific Island	Other	Person of Spanish Origin
Sutter County	52,246	42,893	562	587	3,597	4,607	6,098
Tract 501	6,945	6,020	158	110	339	318	479
Tract 502	5,514	4,745	64	85	189	431	700
Tract 503	6,970	5,158	74	79	449	1,210	1,397
Tract 504	3,744	3,187	47	49	301	160	268
Tract 505	7,554	5,844	59	63	1,067	521	630
Tract 506	7,125	5,956	113	48	546	462	512

Additional neighborhood statistical data available from the 1980 Census indicates heavy concentrations of Spanish origin people in the Richland Housing Project area. Concentrations of Asians are principally in the area bounded by Franklin Avenue, Walton Avenue, Oswald Road and George Washington Boulevard.

One interesting aspect of the population of the Urban Area is its senior citizen population. Although 1970 figures are not available for the Urban Area, inferences can be made based on what has happened to the City of Yuba and Sutter County population since 1970. Table E-7 re-presents the population over 65 years of age while Table E-8 identifies the age group and statistical area. There appears to be a higher proportion of the population over 65 years of age residing in Yuba City rather than in the unincorporated areas. The City appears to be a higher proportion of the population over 65 years of age residing in Yuba City or County. This may be due to the fact that there are many elderly people living in the unincorporated areas of Yuba County.

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area  
to  
Superseded by  
1991 Housing Element  
(see pg. 12 in Issues  
Sec. III HOUSING  
-y of  
Live Oak  
Unincorporated

<u>Year</u>	<u>Ce</u>	<u>(S ec. y of Live Oak</u>	<u>Unincor- porated Area</u>	<u>State Average</u>
1970	3,380	(9.3%)	198(7.5%)	1,977(7.8%)
1975	4,105(8	, 1,685(11.1%)	294(10.8%)	2,126(7.6%)
1980	5,389(10.3%)	2,245(12.0%)	303(9.8%)	2,841(9.3%)
				(10.2%)

Source: 1980 Census

TABLE E-8

Urban Area Age Group  
By State

Superseded by  
1991 Housing Element  
(see pg. 12 in Issues  
Sec. III HOUSING)

							County Incorporated
Under 1							25.2
5 - 14	% To						28.2
18 - 64	% Total						23.1
65+	% Total						
Total		49.5	7,521	19.9	2,374	6.3	9,211
		1.06			57.9		24.3
				8.7		865	
						9.4	

Source: 1980 Census

Tables E-9 and E-10, which report the number of households and the number of natural children (non-adoptive or non-foster) by family type, show that there were 10,145 children 17 years old or younger in a family with at least one parent. Of these, 8,304 were members of a family with a married couple, 228 were in a family with a male head of household but no spouse, and 1,613 were in a family with a female head of household and no spouse. In the City of Yuba City area, the distribution among the four areas indicated a higher concentration of natural children in families with a male or female head, but no spouse.

There were 13,923 households in the Urban Area in 1980. Those households of married with children accounted for 30.8 percent, those married with no children 30.3 percent and non-family households 30.8 percent. Households with a female heads, no spouse, with children totaled 961 -- or 6.9 percent.

Compared with the distribution of households among the four areas, the City of Yuba City had a lower distribution of married with children but much higher distributions of the other types of households -- particularly female head with children but no spouse and non-family households. Distribution in the other areas reflected the concentrations in the city area.

TABLE E-9

Households With or Without Children  
By Family Type

	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
Total	13,923	100.0	7,727	55.5	2,409	17.3	835	6.0	2,952	21.2
Married w/children	4,288	100.0	1,777	41.4	1,027	24.0	314	7.3	1,170	27.3
% Total	30.8		23.0		42.6		37.6		39.6	
Male Head, No Spouse w/children	167	100.0	108	64.3	30	18.1	16	9.4	13	8.2
% Total	1.2		1.4		1.3		1.9		.5	
Female Head, No Spouse w/ children	961	100.0	651	67.8	125	13.0	27	2.8	158	16.4
% Total	6.9		8.4		5.2		3.2		5.3	
Married, no children	4,219	100.0	2,009	47.6	863	20.5	346	8.2	1,001	23.7
% Total	30.3		26.0		35.8		41.6		33.9	
Non-family Household	4,288	100.0	3,182	74.2	364	8.5	132	3.1	610	14.2
% Total	30.8		41.2		15.1		15.7		20.7	

Source: 1980 Census

TABLE E-10

Natural Children\* By Family Type

	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
Total	10,145	100.0	4,511	44.5	2,303	22.7	616	6.1	2,715	26.8
Married Couple	8,304	100.0	3,362	40.5	2,003	24.1	560	6.7	2,379	28.6
% Total	8.9		74.5		87.0		90.9		87.6	
Male, No Spouse	228	100.0	139	61.0	55	24.1	15	6.6	19	8.3
% Total	2.2		3.1		2.4		2.4		0.7	
Female, No Spouse	1,613	100.0	1,010	62.6	245	15.2	41	2.5	317	19.7
% Total	15.9		22.4		10.6		6.7		11.7	

\*17 years or younger. Does not include adopted.

Source: 1980 Census

Tables E-11 and E-12 contain family economic data for each of the statistical areas. Table E-11 contains the number of families and their average income for each area. Table E-12 contains the number of persons in each area who are in households with incomes below the poverty level. The most significant statistics in both of these tables reveal the lower average family income and higher proportion of persons below the poverty level residing in Yuba City.

TABLE E-11  
Average Family Income

	Total Urban Area	City of Yuba City	South Yuba City	Tierra Buena	County Unincor.
Number of Families	10,196	4,843	2,116	733	2,504
Average Family Income	\$22,494	\$19,206	\$28,449	\$23,080	\$23,649

Source: 1980 Census

TABLE E-12  
Persons Below the Poverty Level

Total Urban Area	City of Yuba City		South Yuba City		Tierra Buena		County Unincor.
#	%	#	%	#	%	#	%
3,687	100.0	2,235	60.5	488	13.2	209	5.7

Source: 1980 Census

Table E-13 contains data on residency in 1975. Of those living in the Urban Area at the time of the 1980 Census, 40.3 percent lived in the same house in 1975, 25.1 percent lived in Sutter County but in a different house, 21.8 percent lived in California but not in Sutter County and 12.7 percent lived outside California. The distribution among the areas indicates that people in Tierra Buena are most likely to have lived in the same house in 1975, and those in the City of Yuba City least likely. Of those living in Sutter County in 1975 and moving into a different house, the City area was most chosen (4,230), followed by the County area (2,133) and the South Yuba City area (1,896). Overall, about half of all those living in a different house in Sutter County in 1975, but moving within the County before 1980, chose the City of Yuba City. Likewise, those moving into the Urban Area from other parts of the State were more likely to choose the City area. Of the 7,561 people who moved into the

Urban Area from other parts of the State between 1975 and 1980, 4,610 (61 percent) chose the City of Yuba City.

TABLE E-13  
Population Residency in 1975

	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
Residence in 1975	34,642	100.0	17,315	50.0	7,027	20.3	2,251	6.5	8,049	23.2
Same House % Total	13,978	100.0	6,082	43.5	2,818	20.2	1,310	9.4	3,768	27.0
Different House Same County % Total	8,710	100.0	4,320	49.6	1,896	21.8	361	4.1	2,133	24.5
Different Co. in California % Total	7,561	100.0	4,610	61.0	1,405	18.6	315	4.2	1,231	16.3
Outside California % Total	4,392	100.0	2,303	52.4	907	20.7	265	6.0	917	20.9
			13.3		12.9		11.8		11.4	

Source: 1980 Census

### Housing

During the decade of the 1970's the population of the Urban Area increased 30.5 percent while the total number of housing units increased 54.8 percent. These figures correspond to Countywide increases of 24.6 percent for population and 44.3 percent for housing. Like population growth, the center of growth in new housing units was the Yuba City Urban Area. Of the 6,146 units added to Sutter County in the 1970's, 5,315 (86.5 percent) were in the Urban Area. The Urban Area's share of total County housing increased from 68.7 percent to 74.1 percent. Table E-14 shows the year-round housing distribution by statistical area, including housing units, population per household and vacancy rate which occurred in 1970, 1975 and 1980.

TABLE E-14  
**Year Round Housing Distribution  
By Statistical Area**

<u>Housing Units</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
number of units (% of County total)			
Population per Household			
City of Live Oak	886 (6.3%) 3.22	906 (5.5%) 3.10	1106 (5.5%) 3.01 (6.8%)
Live Oak Area (Including City)	1612 (11.4%) 3.23	1786 (10.9%) 3.12	2037 (10.1%) 2.94 (7.9%)
Buttes/Sutter	730 (5.2%) 3.27	800 (4.9%) 3.10	944 (4.7%) 2.94 (5.0%)
Meridian/Robbins	603 (4.3%) 2.99	571 (3.5%) 2.87	529 (2.6%) 2.69 (4.2%)
West Franklin/Tudor	649 (4.6%) *	690 (4.2%) 3.33	683 3.12 (3.4%)
South Sutter -	814 (5.8%) 3.26	893 (5.5%) 3.09	1046 (5.2%) 2.86 (7.7%)
City of Yuba City	5256 (37.3%) 2.79 (5.4%)	6178 (37.7%) 2.53 (4.5%)	8477 (41.9%) 2.36 (8.0%)
Yuba City Urban Area	9694* (68.7%)	11632 (71.0%) 3.29	15,009 (74.1%) 2.50 (7.2%)
Sutter County Total	14102 (100.0%) 3.16 (5.5%)	16372 (100.0%) 2.95 (5.5%)	20,248 (100.0%) 2.75 (7.1%)

\*Estimated

Source: 1970 and 1980 Federal Census and 1975 Special Census

In 1980, there were 15,801 housing units in the Urban Area. Of these, 9,707 or (64.4 percent were single family, 4,597 (30.5 percent) were multiple family and 777 (5.1 percent) were mobilehomes. Among the four areas within the Yuba City Urban Area, multiple units were concentrated in the City area, and mobilehomes were more prevalent in the County area. While single-family homes accounted for over half of all units in all areas, in the South Yuba City area, 88.9 percent of all units were single family. This compared to the entire City area in which only 53.4 percent are single family units. Of all multiple units in the Urban Area, 79.0 percent were located in the City of Yuba City.

Table E-15 includes all housing units--both year round and seasonal.

TABLE E-15  
Year Round and Seasonal Housing Units

	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
Total Units	15,081	100.0	8,461	56.1	2,561	17.0	824	5.5	3,235	21.4
Single Family	9,707	100.0	4,515	46.5	2,278	23.5	712	7.3	2,202	22.7
% Total	64.4		53.4		88.9		86.4		68.1	
Multiple Units	4,597	100.0	3,632	79.0	277	6.0	71	1.5	617	13.4
% Total	30.5		42.9		10.8		8.6		19.1	
Mobilehomes	777	100.0	314	40.4	6	0.8	41	5.3	416	53.5
% Total	5.1		3.7		0.2		5.0		12.9	
Renter Occupied	5,685	100.0	4,319	76.0	378	6.6	162	2.8	826	14.5
% Total	37.7		51.0		14.8		19.7		25.5	

Source: 1980 Census

To provide some basis of comparison, Table E-16 provides historical data on dwelling type composition for several jurisdictional levels.

TABLE E-16  
Dwelling Type Percentage  
of Total Housing Units\*  
(1960-1970-1980)

	<u>Single-Family</u>	<u>Multiple</u>	<u>Mobilehome</u>
Yuba City	n/a-69.4-53.4	n/a-28.2-42.9	n/a-2.4-3.7
Urban Area	n/a-n/a-64.4	n/a-n/a-30.5	n/a-n/a-5.1
Sutter County	n/a-82/7-64.4	n/a-13.9-29.4	n/a-3.4-6.2
California	74.6-67.1-62.4	23.5-30.1-33.4	1.9-2.8-4.2
United States	n/a-69.4-66.2	n/a-27.9-28.8	n/a-2.7-5.0

\*The three figures in each column indicates the years 1960, 1970 and 1980 percentages.

Source: 1970 & 1980 Census and The California Housing Plan, 1982.

From Table E-16 several very critical observations can be made. First, and probably most important, is that the Urban Area is the primary housing market area for Sutter County. Yuba City or the unincorporated portions of the Urban Area cannot be separated into separate pieces nor can it be said that they do not affect each other. Therefore, in describing the market trends for the areas, one must look at the whole Urban Area and not its parts.

Secondly, a significant change has occurred in the character of the housing types of the community. In 1970, over four-fifths of the dwelling units in the County were single-family residences. This proportion was significantly higher than either State or national figures. By 1980, however, this proportion for both Sutter County and the Urban Area fell between the State and national figures.

Of all the housing existing in 1980 in the Urban Area, 24.6 percent was built between 1975 and 1980, a little over half was built between 1950 and 1975 and 19.1 percent was built prior to 1950. Between 1975 and 1980 most of the housing units built in the Urban Area were built in the City of Yuba City--the fewest in the Tierra Buena area.

Compared to the distribution of all units, the distribution of those built between 1975 and 1980 indicates the Yuba City and South Yuba City areas received a higher proportion of new units than might be expected. The Tierra Buena area experienced a lower proportion expected so that almost three-quarters of all housing in the area was built in the 1950-1975 period.

Table E-17 contains data on the age of the housing constructed in the Urban Area:

TABLE E-17

Housing Age

	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
<u>Year Housing Built</u>										
1975-1980 % Total	3,713	100.0	2,302	62.0	686	18.5	88	2.4	637	17.1
1950-1975 % Total	8,422	100.0	4,270	50.7	1,621	19.2	597	7.1	1,934	23.0
Prior to 1950 % Total	2,886	100.0	1,896	65.7	254	8.8	139	4.8	597	20.7
			22.4		9.9		16.9		18.5	

Source: 1980 Census

Tables E-18 and E-19 contain data on housing cost. Table E-18 has data on Urban Area owner unit value and monthly contract rent. Table E-19 has historical data on unit values and contract rents in order to put local costs into perspective.

TABLE E-18

1980 Urban Area Median Unit Value or Contract Rent

	<u>Ownership Unit Value</u>	<u>Contract Rent</u>
Total Urban Area	\$63,500	\$183
City of Yuba City	\$52,700	\$188
South Yuba City	\$69,500	\$219
Tierra Buena	\$62,600	\$173
County Unincorporated	\$71,200	\$157

Source: 1980 Census

TABLE E-19

Median Value/Median Rent 1960-1980  
(not including condominiums)

	<u>Median Owner Occupied Value</u>			<u>Median Monthly Contract Rent</u>		
	1960	1970	1980	1960	1970	1980
Sutter County	\$12,100	\$17,800	\$59,800	\$68	\$ 84	\$178
Yuba City	\$13,500	\$17,700	\$52,700	\$69	\$101	\$188
California	\$15,100	\$23,100	\$84,500	\$79	\$126	\$255
United States	n/a	\$17,000	\$47,200	n/a	\$ 90	\$198

Source: 1970 and 1980 Census and The California Housing Plan, 1982

Registered Vehicles/Drivers

Over the period from 1980 to 1988, the total registered vehicles in Sutter County increased by 6 percent, while at the same time, the estimated licensed drivers increased by 10 percent.

TABLE E-20

Registered Vehicles  
in Sutter County

<u>Type of Vehicle</u>	<u>1980</u>	<u>1988</u>
Auto	27,902	32,172
Trucks	13,292	14,412
Trailers	9,146	7,400
Motorcycles	<u>2,081</u>	<u>1,403</u>
Total	52,391	55,387

Source: Department of Motor Vehicles

TABLE E-21

Estimated Licenses Outstanding

<u>Geographical Area</u>	<u>1980</u>	<u>1988</u>
Sutter County	36,100	41,066
Yuba County	32,800	35,770
SACOG Region	673,100	864,906
California	15,469,000	18,934,147

Source: Department of Motor Vehicles

Historical data from the Department of Motor Vehicles indicate that of the total State population of driving age (16 years plus), approximately 88 percent are licensed drivers. This figure is used in estimating the number of licensed drivers at any one time or for any one geographical or political area.

It is also interesting to note the size of the senior driver population. California had 2,120,224 drivers and Sutter County had 5,274 drivers over 65 years of age in 1988 (11.2 and 12.8 percent respectfully) of both the driving population of the State and County. The growth rate of senior drivers is increasing at a rate greater than the general senior citizen population. In 1964, 43 percent of the resident population of the State over 65 years of age possessed valid drivers licenses; in 1974 58 percent were valid license holders; in 1978 nearly 61 percent were licensed to drive a vehicle; and in 1980 64 percent were valid license holders. While the number of vehicles and estimates of licensed drivers are not available for the Urban Area and vicinity, Table E-22 does have data on the number of vehicles available for each household.

TABLE E-22

Vehicles Per Household

<u>Number of Vehicles</u>	<u>Yuba City</u>	<u>South Yuba City</u>	<u>Tierra Buena</u>	<u>County Unincorp.</u>	<u>Urban Area Total</u>
0	655	51	33	141	880
1	3,597	460	157	772	4,986
2	2,255	988	311	949	4,503
3+	1,288	937	280	1,068	3,573

Source: 1980 Census

## ECONOMY

### Employment

Because of the close economic ties between Sutter and Yuba Counties, employment data has traditionally been compiled on a bi-county basis. Table F-1 shows how the Urban Area compares to the entire Sutter-Yuba labor market.

TABLE F-1

#### Comparison of Yuba City Urban Area Labor Market with Sutter-Yuba Labor Market

	Sutter-Yuba Labor Market.	Yuba City Urban Area.	Labor Market.	Balance of Labor Market	% of Labor Market
Population	101,979	37,815	37.1	64,164	62.9
Labor Force	40,758	17,330	42.5	23,428	57.5
Employment	34,724	15,165	43.7	19,559	56.3
Unemployment	6,034	2,165	35.9	3,869	64.1
Unemployment Rate (%)	14.8	12.5		16.5	
Overall Labor Force Participation (%)	40.0	45.8		36.5	

Source: 1980 Census

TABLE F-2  
Urban Area Employment by Industry

	Urban	City of	South				County		
	Area	Yuba	Yuba	Tierra	Buena	Uninc.			
	Total	City	%	City	%	%	%		
Service	3,037	1,593	52.4	600	19.8	118	3.9	726	23.9
Retail Trade	2,896	1,657	57.2	630	21.8	166	5.7	443	15.3
Agriculture, Forestry, Fisheries	1,586	699	44.1	184	11.6	102	6.4	601	37.9
Educational	1,459	616	42.2	387	26.5	84	5.8	372	25.5
Manufacturing	1,354	711	52.5	259	19.1	87	6.4	297	21.9
Transportation, Communi- cations and Utilities	1,178	535	45.4	309	26.2	112	9.5	222	18.8
Public Administration	1,098	551	50.2	236	21.5	119	10.8	192	17.5
Construction	1,067	433	40.6	265	24.8	91	8.5	278	26.1
Finance, Insurance and Real Estate	964	441	45.7	275	28.5	46	4.8	202	21.0
Wholesale Trade	507	250	49.3	144	28.4	46	9.1	67	13.2
Total	*15,146	7,486	49.4	3,289	21.7	971	6.4	3,400	22.5

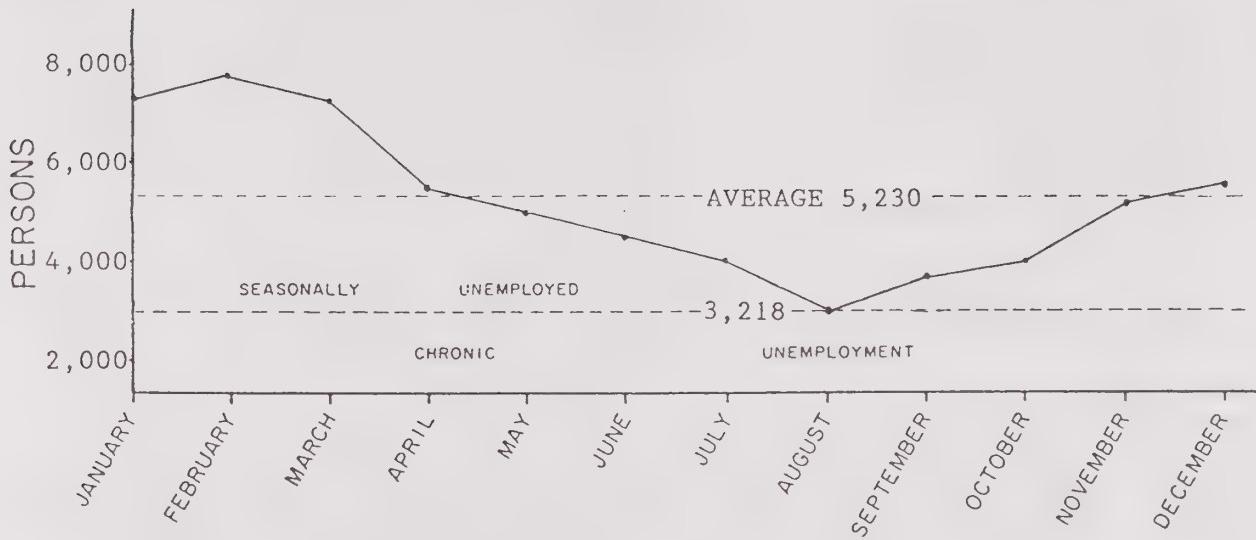
\* Nineteen persons not reported: 10 in South Yuba City and 9 in County Unincorporated

Source: 1980 Census

The distribution of employment by industry for those living in the four areas indicates that the City of Yuba City has a higher distribution of those employed in retail trade, service and manufacturing and a lower distribution of agriculture, education and construction. South Yuba City is strong in education, transportation, communications, utilities, finance, insurance, real estate and wholesale trade. Tierra Buena has higher distributions in transportation, communications, utilities, public administration and wholesale trade. The County unincorporated area is strong in agriculture and construction.

Unemployment is a nagging problem for the Bi-County Area. Traditional reliance on agricultural production and food processing as major employers has created substantial seasonal fluctuations in the unemployment rate. When combined with a generally unskilled labor force, lack of diversity, a small industrial base and other marketing considerations, it perpetuates consistently high unemployment rates--as much as 25% as of April, 1983. In addition, the area suffers from the existence of a sizable pool of chronically unemployed that remains fairly constant even as the general unemployment rate fluctuates. This can be seen quite graphically in Figure F-1.

FIGURE F-1  
Bi-County Unemployment - 1987



Source: State Employment Development Department

#### Income

Median household, family and individual income in Sutter County -- including the Urban Area -- is generally lower than the median income for the surrounding Sacramento region. Statistics from the 1980 Census set median income for Yuba City households at \$12,943; families at \$16,418; and individuals at \$6,765. This compares to Sutter County median incomes of \$15,683, \$18,545 and \$6,676, respectively.

The source of household income, as shown in Table F-3, is based on a selected sample of the City and County. A substantial number of residents are supported by wages and salaries, however, 23 percent of all households received some sort of public assistance (e.g. AFDC, general assistance, disability payments, etc.) Please note that in Tables F-3 and F-4 the unincorporated Urban Area represents 63 percent of the total unincorporated population.

TABLE F-3  
Household Income Sources

	Sutter County	Number of Households Unincorporated	Yuba City
Total Households	18,849	9,968	7,784
a. Earnings (b+c+d)	15,387	8,386	6,194
b. Wage or Salary	14,347	7,648	5,917
c. Net Non-Farm Self Employment	2,163	1,275	836
d. Net Farm Self Employment	1,244	1,132	84
e. Interest/Dividend/ Net Rental	6,797	4,073	2,529
f. Social Security	4,384	2,293	1,805
g. Public Assistance	2,384	1,045	1,044
h. Other	5,388	2,902	2,099

Source: 1980 Census

Another important consideration of income for the area is poverty level and the number of people who, as defined by the Federal Government, are above or below that level. Table F-4 is based on a sample population of County and City residents.

TABLE F-4  
Population Above and Below Poverty Level

	Total		White		Minority		Spanish Origin	
	Above	Below	Above	Below	Above	Below	Above	Below
Sutter County	45,807	5,821	39,101	4,137	4,000	579	4,628	1,422
Unincorporated	27,093	3,153	22,960	2,014	2,749	379	2,526	941
Yuba City	16,039	2,235	14,113	1,800	1,211	174	1,354	392

Source: 1980 Census

### Taxable Sales

Between 1983 and 1987, taxable sales in the City of Yuba City increased from \$192,839,000 to \$259,687,000. This represents an increase of 35%. Table F-5 lists the individual categories of taxable sales.

In 1983, the sale of building materials and farm implements were depressed, building material sales being low because of the recessional economy of the 1980 through 1983 period and farm implements being low because of the Federal Payment-In-Kind (PIK) Program.

TABLE F-5

City of Yuba City Taxable Sales (\$1,000)

	1983	1987	Percent (%) Increases
Retail Stores - Total	\$165,998	\$217,466	31
Apparel	6,863	8,035	17
General Merchandise	21,790	38,149	75
Drug Stores	4,106	7,676	86
Food Stores	29,551	33,996	15
Liquor Stores	1,478	N/A	--
Eating/Drinking	17,447	23,051	32
Home Furnishing/Applications	6,989	11,423	63
Bldg. Materials/Farm			
Implements	17,735	26,250	48
Auto Dealers/Supplies	32,366	28,983	-10
Service Stations	12,754	13,625	7
Other Retail	14,919	26,258	not comparable
All Other Sales	26,841	42,241	57
<b>TOTAL</b>	<b>\$192,839</b>	<b>\$259,687</b>	<b>35</b>

Source: State Board of Equalization



## PUBLIC SERVICES

As the character of a community changes from rural to urban, its need for public services -- schools, parks, police and fire protection, water, drainage, etc. -- becomes greater. In the case of some services, such as police, fire protection and parks, demand increases faster than the rate of population growth. Most services have been able to keep up with the development of Yuba City and the surrounding Urban Area without major expansion. Their present status is summarized in the following sections.

### Schools

The Yuba City and Tierra Buena urban areas are served by the Yuba City Unified School District. Franklin School, a member of the Sutter Union High School District, is located along the western boundary of the Urban Area and serves those K-8 students that reside west of El Margarita Road in the Urban Area. There are also several private schools which are affiliated with religious institutions that also serve the Urban Area. Tables G-1(a) and (b) list each public and private school, the grades it serves, its most recent enrollment, its peak enrollment and, where applicable, its District calculated capacity.

TABLE G-1(a)

Student Enrollment and Capacity  
Yuba City Urban Area Schools

School	Grades Served	5/15/89 Enrollment	Capacity
April Lane	K-6	561	464
Bridge Street	K-6	608	532
Franklin	K-8	299	500
Gray Avenue	7-8	956	905
King Avenue	K-6	607	585
Lincoln	K-6	698	669
Lincrest	K-6	623	559
Park Avenue	K-6	616	587
Tierra Buena	K-8	560	558
ELEMENTARY SUBTOTAL		5,528	5,359
Yuba City High	9-12	2,306	2,100
TOTAL		7,834	7,459

Sources: Yuba City Unified School District Enrollment Report (3/15/89)  
Sutter County Superintendent of Schools

**TABLE G-1(b)**  
**Student Enrollment**  
**Private Urban Area Schools**

School	Grades Served	10/1/88 Enrollment
Faith Christian School 2620 Colusa Highway 3105 Colusa Highway	K-6 7-12	196 132
First Lutheran Church 850 Cooper Avenue	K-6	60
Grace Christian Academy 1980 Walton Avenue	K-8	35 pre school 64 K - 8
St. Isidore's 200 Clark Avenue	K-8	253
Seventh Day Adventist 369 Harding Road	1-8	45
TOTAL		785

These private schools serve both Counties, however, the 1980 Census identified 625 K-12 students living in Sutter County. Some of the schools have expanded since the 1980 Census so it is assumed that about 700 students live in Sutter County.

#### Public Protection

Law enforcement services are provided by the Yuba City Police Department within Yuba City and by the Sutter County Sheriff's Office in the unincorporated area. The California Highway Patrol provides additional traffic control services on Sutter County roads as well as all highways through the area. Each of these agencies are participants in the statewide emergency response agreement and provide assistance to each other, as well as other nearby police agencies.

Table G-2 lists each agency's sworn personnel.

TABLE G-2

Local Law Enforcement Personnel

Yuba City Police Department	38 Officers
Sutter County Sheriff's Office	79 Officers*
California Highway Patrol	35 Officers**

\*21 officers are jail personnel

\*\*All work both Yuba-Sutter County beats

The Sheriff includes the Urban Area in two patrol beats covering a total of 26 square miles. Yuba City covers the 7.0 square mile City with four patrol beats.

Fire protection services are provided by the Yuba City Fire Department and/or Walton Fire Protection District. Each agency is primarily responsible for fire services in its respective jurisdiction. With the signing of an automatic aid agreement in 1982, response now comes from the nearest fire station, regardless of jurisdiction, and from the station in the jurisdiction where the fire is located. The departments have agreements for mutual aid with other fire agencies in the area. Both the Yuba City and the Walton Fire Protection District departments provide paramedical emergency response units.

The Yuba City Fire Department maintains two fire stations. The main station is located on the corner of Clark and Forbes Avenues. The north station is located on Gray Avenue, just north of April Lane School. The Department has 24 full-time, professional fire fighters and is authorized 25 volunteers to serve a population of about 25,000. The Department's rating from the Insurance Service Office is Class 4 on a scale of 1 to 10, with 1 being the best rating and 10 being no fire department at all.

The Walton Fire Protection District has one station centrally located in its district on Walton Avenue, just south of Franklin Avenue. The District has 4 full-time firefighters and 20 volunteers serving an estimated population of 24,000. Its Insurance Service rating is Class 6 for all residential structures and all commercial structures with proper fire hydrant flows. All other commercial and industrial structures are rated Class 8. Other data on fire services can be found in the Hazard Section relating to fire.

## Solid Waste

Yuba-Sutter Disposal, Inc., a private company, provides regular garbage pick-up service to the Urban Area's residential, commercial and industrial accounts. Its existing landfill site is located northeast of Marysville along Highway 20. This site, which is near capacity, recently received approval for a minor expansion, however, the company was ordered by the State Solid Waste Management Board (SSWMB) to establish a new disposal site by the end of 1986. It has received an extension to 1995.

A new 261-acre site has been proposed on Ostrom Road in Yuba County. The site is approximately 5 miles east of Highway 65 and 1/4 mile east of Jasper Lane--15 miles from Yuba City. Because the location is far from the population centers it serves, Yuba-Sutter Disposal plans to construct a transfer station and truck the waste to the new site. The new site has an estimated useful life of 45 years. The City of Wheatland in Yuba County has steadfastly opposed this location and has thus far been able to block the development of this new site. The Bi-County Solid Waste Management Board is still considering other alternative sites.

In 1981, Yuba-Sutter Disposal, with financial assistance from the State Solid Waste Management Board, began a resource recovery program that presently includes:

- Collection of newspapers and aluminum cans from residential customers and from satellite drop-off boxes located throughout the service area.
- Purchase of newspaper, aluminum cans, oil, office paper, tab cards and cardboard from the public at the existing Marysville landfill.
- Collection and purchase of corrugated cardboard and computer tabs from commercial accounts.
- Establishment of several recycling centers near large food stores in accordance with AB2020 (The Recycling Act) which became effective October 1, 1987.

## Sewage Disposal

Three methods of waste water disposal are used in the Urban Area; land disposal for agricultural wastes, septic tanks and leach fields, and the Yuba City sewer system.

Land disposal of waste water is used at the Harter Packing Plant near Tharp Road and Harter Road in Tierra Buena. The first step in this process consists of flood irrigating about 130 acres of orchard and field crops in the immediate vicinity of the cannery. Water in the flooded fields is allowed to percolate and dry up. The ground is then disked to mix any solids with the soil. When the land disposal method was first tried, neighboring property owners complained about odors; however, in the past few years the company has initiated a better system of controls and also sprays the area with an odor masking agent when necessary. Harter received no odor complaints in recent years. During the peach and tomato canning season, it is estimated that between 200 to 300 acre feet of waste water is disposed of in this manner.

The Sunsweet Plant, located on Walton Avenue, also uses a land disposal system during peak operations to reduce its flows to the Yuba City Sewer Treatment Plant. Sunsweet utilizes a series of "U" shaped ditches filled with rock and covered by steel plates to dispose of up to 350,000 gallons of waste water per day over a 2 to 2-1/2 month period. These ditches are 8 to 10 feet deep, 3 feet wide and about 300 feet long. The company monitors any changes in the ground water by testing nearby wells for possible contamination.

Other agricultural processors in the Urban Area using land disposal for waste water are the Sunsweet Drying Plant at Live Oak Boulevard and Pease Road and Howard Dryers on Franklin Road. These two facilities either use an evaporation pond or flood irrigation of adjacent fields. Some odors may exist at these sites, however, no complaints have been received due to their remote locations and careful management by the operators. No evidence of any ground water degradation has been attributed to any of these land disposal sites. It also should be stressed that these are food processing wastes and are primarily wash water with some organic material.

Almost all sewage outside of the City limits is disposed of by septic tanks and leach fields. In most cases the systems are for an individual user and contained on the property. Some mobile home parks and apartment complexes group several users on one system. The typical installation for a three-bedroom single-family home is a 1,000 gallon tank and 80 to 85 feet of leach lines. The average leach line trench is 2 to 3 feet wide and 8 to 10 feet deep, depending on a local soil conditions. The tanks should be pumped out every 5 to 8 years. Failure rates for new systems have been very low, and this method of sewage disposal appears to function well when properly installed. Problems arise when the land is not properly drained or when there is a high

water table. When inadequate drainage occurs, septic systems can fail to function, and wells can become contaminated.

Any development with septic tanks should be designed in order to meet the minimum requirements of Chapter 1450 of the Sutter County Ordinance Code which is administered by the Health Department. Approximately 9,719 dwelling units, or 65 percent of all housing units in the Urban Area, use septic tank systems for sewage disposal. Experiences in other urban areas have shown that long-term reliance on septic systems is unsatisfactory.

### Sewage Treatment

The Yuba City Waste Water Treatment Plant is located near the southeast corner of the Urban Area at Garden Highway and Burns Drive. The facility was placed in full service in 1976 and provides primary and secondary treatment of waste water from the City sewer system. Treated water is discharged into the Feather River through a diffuser from December to the end of May. From June to November, the water is pumped via a pipeline to 120+ acres of ponds on the east side of the river, south of the plant. The plant has an existing capacity of 7 million gallons per day and can handle peak flow rates of up to 11 million gallons per day for up to 2 hours. The facility is designed so that the capacity can be expanded to 21 million gallons per day by adding modules. Current flow rates are approximately 4 to 4.5 million gallons per day.

A major increase in the service area of the City sewer system became available with the completion of the Walton-Lincoln trunk line and lift station. This trunk line provides potential sewer service to most of the western portion of the existing planning area north of Lincoln Road, as well as some additional capacity for areas north of Highway 20. City extension and hookup fees are intended to defray the costs of necessary plant and trunk line expansions in order to keep pace with development, and so the plant maintains a constant reserve capacity.

### Storm Drainage

Because of the basically flat terrain of the Urban Area, storm drainage is a critical issue for any development. Three drainage facilities are used in the Urban Area -- the Gilsizer Slough, the Live Oak Canal, and detention basins with pump stations for discharge into the Feather River.

The Gilsizer Slough provides natural drainage to the Urban Area. The Gilsizer Drainage District, formed in 1963, has made continued improvements to the Slough, such as cleaning and widening the canal and improving road crossings, through the use of assessment fees. Within the boundaries of the District, the following improvement districts and service areas have been created to finance and install trunk lines to the Slough:

1. Onstott Improvement District\*
2. Lincrest Improvement District\*
3. Teesdale Improvement District\*
4. Lincoln Improvement District\*
5. Sutter County Water Agency Zone of Benefit No. 1  
(Walton-Lincoln line)\*
6. Sutter County Zone of Benefit No. 2  
(Franklin Road Lateral)\*

The City of Yuba City also maintains facilities which drain to the Slough. The northeast portion of the City and the overflow at the north end of the Slough drains to a detention basin and pumping plant located near the Yuba City Corporation Yard on Market Street. This facility provides for discharge of water to the Feather River. The pumping plant is maintained by the Gilsizer District. The south end of the Slough drains to the main State drain which parallels the east edge of the Sutter By-Pass. Water in this drain is pumped by a series of State operated pumps into the By-Pass. A study of possible improvement to this system is included in the Master Drainage Study for Sutter County (September, 1979). The Gilsizer District has recently enacted legislation which enables the District to collect improvement fees as a condition of development which will aid in future improvements to the Slough.

Some development areas between the Gilsizer Drainage District and the Feather River drain directly to the river by use of detention ponds and pumping plants. A system installed for the industrial tract in southeast Yuba City was established as Sutter County Water Agency Zone of Benefit No. 3. This system was enlarged to provide drainage for development to the west and is maintained by the City of Yuba City. The Village Green Mobile Home Park/Del Wayne Estates located at Pease Road and Live Oak Boulevard is constructing a similar facility. Other proposed new development areas will use this method for storm water drainage removal.

The Live Oak Canal was constructed by Reclamation District 777 to provide agricultural drainage for part of the north and central portions of the County. The Canal is maintained by District 777 north of the intercepting canal on the north side of Pease Road. The remainder of the Canal, which terminates at the State drain on the east side of the Sutter By-Pass, was relinquished to the County of Sutter. This portion of the Canal is intended to provide drainage for the Tierra Buena area, the George Washington Boulevard industrial area and some of the scattered development west of the existing Urban Area.

The Tierra Buena Drainage District was formed by the Board of Supervisors in 1972, however, the voters in the District rejected a tax assessment and no operating or maintenance funds

\*See Following Discussion on Improvement Districts.

were ever raised. Recently, two zones of benefit were created by the Sutter County Water Agency for a part of the Tierra Buena area to provide funding for improvements to part of the Live Oak Canal. These funds will begin to accumulate as new housing starts occur or when homes are sold.

1. Sutter County Water Agency Zone of Benefit No. 4\*
2. Sutter County Water Agency Zone of Benefit No. 5\*

Some on-site drainage disposal has been permitted in the Urban Area, but this is considered a temporary drainage measure. Two types of on-site disposal have been used; ponding and dry wells or French drains. Examples of percolation/evaporation ponds are a pond at the south end of Oro Grande Street for the El Cerrito Drainage District at Romero Drive and Butte House Road; a pond at the Village Green Mobile Home Park on Pease Road, near Live Oak Boulevard; industrial development at Highway 99 and Walnut Avenue; Richland Housing Center and the Sutter County Airport and Maintenance Yard on Garden Highway; a subdivision in the vicinity of Railroad Avenue and Stewart Road; and swales for large lot residential development at Dresser and Township Roads. The City Council has not allowed ponding as a method of controlling storm drainage.

In June of 1973, the County Board of Supervisors determined that ponding was not an acceptable method of storm drainage disposal, and no future subdivisions would be allowed using this method of surface water disposal. Some of the old ponding areas have been reclaimed as off-site drainage has become available. Dry wells or French drains have been an acceptable method of storm drainage in some cases. The Sikh Temple near Bogue and Sanborn Roads has used this method. However, these systems ultimately fail as the pervious material becomes clogged with the silts and clays carried by storm water runoff.

\*See Following Discussion on Improvement Districts

\*DISCUSSION ON IMPROVEMENT DISTRICTS

1. Sutter County Water Agency Zone of Benefit #1

Facility provided: Major trunk line in Walton Avenue and Lincoln Road with outfall to the Gilsizer Slough.

Year Constructed: 1975

Financed:	Sunsweet Corporation	\$ 52,629.00
	Del Monte Corporation	150,723.00
	Sutter Co. Water Agency	594,443.00
	Total Cost	\$797,795.00

Water Agency payback: \$1,000 per acre plus 4% interest compounded annually.

Facility maintained by Gilsizer County Drainage District.

Comments: Pipe sizes were determined based on a three-year storm for a proposed assessment district whose boundaries did not include the entire watershed. The improvement district was not formed. Areas outside of the original zone of benefit have been added making the pipes undersized. Some on-site retention may be required as development occurs.

2. Sutter County Water Agency Zone of Benefit #2

Facility provided: Collector line in Franklin Road west of Walton Avenue with outfall in the Walton-Lincoln trunk line.

Year Constructed: 1980

Financed:	Somerset Development Co.	\$39,872.00
	Sutter Co. Water Agency	60,115.00
	Total Cost	\$99,987.00

Water Agency payback: \$1,095.15 per acre plus 13% interest compounded annually. (Somerset to recover excess paid in the amount of \$29,293 as part of the payback).

Facility maintained by County of Sutter and the Gilsizer County Drainage District.

Comments: Area formation required some additions to the Sutter County Water Agency Zone of Benefit #1, some developed areas were excluded. Any new development would be required to pay both Zone #1 and Zone #2 fees.

3. Sutter County Water Agency Zone of Benefit #3

Facilities provided: In-tract drainage system, holding pond and pump system with outfall to the Feather River.

Year Constructed: 1980

**Financed:** Project financed as part of the Nevis tract industrial park by the project developer. No Water Agency funds.

**Water Agency payback:** None required, the Water Agency was paid a maintenance fee of \$24.00 per acre per year for maintenance of the facility and costs of operating the facility. Gilsizer County Drainage District was paid \$50.00 per month for maintenance. The City has maintained the facilities since the takeover and expansion of the project by the City.

#### 4. Sutter County Water Agency Zone of Benefit #4

This zone of benefit was established to provide for future improvements and maintenance of the Live Oak Canal. An annual fee is to be collected for maintenance to begin at the time of sale of a structure or upon the issuance of a construction permit. An improvement fee is collected at the time of the issuance of a construction permit for a new building.

**Year Established:** April, 1982

**Financing:** The following is an example of the fee structure which is subject to periodic changes:

##### Annual Maintenance Fee:

Single-family home	\$ 15.00/Unit
Multiple-family home	75.00/Acre
Commercial/Industrial	\$112.50/Acre

##### New Construction Fee:

Single-family home	\$531.00
Multiple-family and Commercial/Industrial-- See resolution on file with the Public Works Department.	

#### 5. Sutter County Water Agency Zone of Benefit #5

This zone of benefit was established to provide for future improvements and maintenance of the Live Oak Canal. An annual fee is to be collected for maintenance to begin at the time of sale of a structure or upon the issuance of a construction permit. An improvement fee is collected at the time of the issuance of a construction permit for a new building.

**Year Established:** May, 1984

**Financing:** The following is an example of the fee structure which is subject to periodic changes:

Annual Maintenance Fee:

Single-family home	\$ 16.50/Unit
Multiple-family home	82.50/Acre
Commercial/Industrial	\$123.75/Acre

New Construction Fee:

Single-family home	\$584.37
Multiple-family and Commercial/Industrial, See resolution on file with the Public Works Department.	

6. Onstott Improvement District

Facility description: Major trunk line starting on the east side of Highway 99 near the north boundary of the drainage district. Major laterals connect at Butte House Road, north of Highway 20 and Bridge Street. The line crosses Highway 99 north of Hunn Road with an outfall at the Gilsizer Slough.

Year Constructed: 1966

Financing: 1915 Act.

Approximate Cost: \$1,000,000

Comments: All of the assessments have been paid and a large portion of the area has been improved.

7. Lincrest Improvement District

Facility description: Trunk line begins at Teesdale Road and Jones Road, follows Teesdale, Phillips and Smith Road. The line crosses Highway 99 at Smith Road and terminates at the Gilsizer Slough.

Annual Maintenance Fee:

No money for maintenance has ever been budgeted for the District since none has been needed since construction.

Year Constructed: 1961

Financed: The district area property owners, including the Lincrest School (Yuba City Unified School District) each paid a fee for the construction of the facility. It is estimated that the fee was approximately \$400.00 per acre. The fee was collected at the time of construction and all construction costs were immediately paid.

## 8. Teesdale Improvement District

Facility description: The line begins in the vicinity of Homewood Drive and La Grande Avenue, extends south to Neptune Drive, then along Columbia Drive to Bogue Road. The line crosses Highway 99 at Bogue Road and has an outfall at the Gilsizer Slough.

Year Constructed: 1967

Financing: 1915 Act.

Total Cost: \$78,932.00

Comments: All assessments have been paid. An addition to the service area was permitted in 1980, to drain the Crossroads Subdivision, a residential and industrial development located at the northeast corner of Bogue Road and Highway 99. Additional fees were collected at that time and are being held by the district to finance new facilities when required.

## 9. Lincoln Improvement District

Facility description: Trunk line starting at Garden Highway and Lincoln Road with laterals extending north and south on Railroad Avenue, north on Karen Drive and south on Phillips Road. The line crosses Highway 99 at Lincoln Road and terminates at the Gilsizer Slough.

Year Constructed: 1975

Financing: 1915 Act.

Total Cost: \$262,046.00

Comments: The assessment district was formed by petition of the property owners. Some areas were deleted along Lincoln Road. Approximately eight lots were added to the area in the vicinity of Ricky Drive when the property to the north developed and the street grade was continued to a drop inlet.

Telephone, Gas and Electrical Utilities Service

Telephone service is provided throughout the area by Pacific Bell.

Pacific Gas and Electric Company (PG&E) provides electrical service to the entire area. PG&E natural gas service for residential, commercial and industrial use is available in a portion of the area and can easily be extended to those areas not presently served.

## Parks and Recreation

Parks and recreational facilities in the Urban Area are primarily provided by the City of Yuba City on individual sites and in conjunction with the Yuba City Unified School District. The County of Sutter and State of California also provide facilities in the Urban Area. The Yuba City Urban Area General Plan Public Facilities Map on page 4 of Section III. REC. shows the location of parks, schools and all other community service facilities. Following is a list of all the park and non-school related recreational facilities in the Urban Area existing in 1988:

- |                                 |  |
|---------------------------------|--|
| <u>April Lane Park</u>          | - City of Yuba City neighborhood park; 6 acres; children's play area, ball field and active play area; joint use with school.  |
| <u>Alta Recreational Center</u> | - City of Yuba City neighborhood park; .75 acre; picnic tables and multi-purpose room.   |
| <u>Blackburn-Talley Park</u>    | - City of Yuba City community park; 13 acres; phase one completed in 1984 consisted of two softball diamonds, restrooms and picnic area; phase two completed in 1987 consisted of a childrens play yard and parking lot. |
| <u>Clark/Ainsley Mini Park</u>  | - City of Yuba City neighborhood park; .07 acres; passive.   |
| <u>Feather River Park</u>       | - Sutter County regional park; 152 acres; swimming, fishing and active play area; mostly unimproved.   |
| <u>Gauche Park</u>              | - City of Yuba City community park; 5.7 acres; children's play area, picnic tables, softball field, horseshoe pits, barbecues and active play area.  |
| <u>Greenwood Park</u>           | - City of Yuba City neighborhood park; 5.5 acres; children's play area, picnic tables and active play area.  |
| <u>Harter Park</u>              | - Sutter County neighborhood park; 4.5 acres; site of Community Memorial Museum of Sutter County; otherwise an undeveloped area with a design for passive recreation.  |
| <u>Hillcrest Park</u>           | - City of Yuba City neighborhood park; 6.8 acres; basketball court, picnic tables with small barbecues, children's play area and active play area.   |
| <u>Holly Tree Park</u>          | - Sutter County neighborhood park; 3.56 acres; active play area, mostly unimproved.  |

- Kingwood Park
- City of Yuba City neighborhood park; 6 acres; senior par course, children's play area and active play area.
- Lloyd Park
- City of Yuba City neighborhood park; 1.6 acres; children's play area and active play area.
- Maple Park
- City of Yuba City neighborhood park; 1.1 acres; children's play area, mostly passive.
- Moore Park
- City of Yuba City neighborhood park; .76 acres; picnic tables, children's play area and active play area.
- Nason Park
- City of Yuba City neighborhood park; 6 acres; multi-purpose room, picnic tables, children's play area and active play area; joint use with school.
- Orchard Manor
- City of Yuba City neighborhood park; .3 acres; children's play area, mostly passive.
- Plumas Street
- City of Yuba City neighborhood park; .12 acres; passive
- Sam Brannan Park
- City of Yuba City community park; 9 acres; facilities include swimming pool, tennis courts, picnic tables, barbecues, children's play area and active play area. Reconstruction was completed in 1984.
- Southside Park
- City of Yuba City neighborhood park; .65 acre; children's play area and active play area.
- Sutter County Rifle/Pistol Range
- Sutter County; target practice facilities.
- Veterans Park
- City of Yuba City neighborhood park; .19 acre; passive.
- Yuba City Boat Ramp
- Sutter County; boat launching facilities.
- Yuba-Sutter Fairgrounds
- State of California - 13th District Agricultural Association regional facility; 26.5 acres.



## HAZARDS

The Yuba City Urban Area is subject to a range of natural and manmade hazards. In the relative short period of the recorded history of the region, its residents have been subjected to major flooding, earthquake induced ground shaking and fire. Some minor exposure to freak tornados has also occurred. Additionally, as urban development continues, and as both agricultural and industrial systems become more intricate and complex, the manmade hazards of noise, transportation safety and hazardous waste disposal become more apparent and more numerous.

This section deals with those six areas of natural or man-made hazards which are either most prevalent or offer the most potential for severely affecting the most people -- flooding, ground shaking, fire, noise, airport safety and hazardous material disposal. Other potential hazards, such as tornadoes and ground rupture, exist and have occasionally occurred in the region; however, the probability of these occurring locally and causing extensive property damage or hazard to lives is extremely small. Those limited occurrences are therefore not addressed further in this report.

## Flooding

The Urban Area is situated atop an alluvial plain formed by the natural flooding of the Feather, Yuba and Sacramento Rivers. The plains were built up over time from deposits left from receding flood waters.

The Feather and Yuba Rivers are the principal sources of flooding in the Yuba City Urban Area. The last large flood to occur was in December, 1955, when the levee on the west bank of the Feather River broke. The break occurred approximately two miles south of Yuba City near Shanghai Bend. There was also a levee break near Nicolaus. These breaks caused flooding of portions of the Yuba City Urban Area and the County, and cost 39 lives with extensive property damage.

Presently, there are dams on the Feather and Yuba Rivers plus flanking levees protecting the Urban Area. Potential flood hazards still exist. The Feather River, above the confluence of the Yuba River, is considered to be fully controlled for a 100-year storm. Because of inadequate flood storage capacity, the Yuba River, which joins the Feather River just south of Yuba City/Marysville, has the potential to exceed its banks once every 80 years. Additionally, since the levees protecting the Marysville side of the Feather River are higher than those protecting Yuba City, the potential for flooding of Yuba City by high water in the Yuba River continues.

A major factor of flooding potential is the pressure on the levee during high water which can force a break or simply wash it away. The 1955 flood was caused by a break in the levee.

In addition to the potential for flooding resulting from either a slow rise flood or a levee break, the threat of a dam break also exists. A break in Oroville Dam (Feather River) or Bullards Bar (Yuba River) would cause flooding in the Urban Area in a worst case scenario. Lake Almanor Dam (Feather River), Ter malito Forebay Dam (Feather River), Camp Far West Dam (Bear River), Shasta Dam (Sacramento River) or Folsom Dam (American River) would not cause flooding in the Urban Area but would flood portions of Sutter and surrounding counties causing transportation and communication breaks and requiring the use of the Urban Area as an emergency relocation area.

Since the disastrous 1955 flood, significant improvements have been made in the Feather and Yuba River basins in river flood flow control and weather monitoring and forecasting. Both Oroville and Bullards Bar Dams have been completed since 1955, with a combined total of 920,000 acre feet of flood control storage capacity. In addition, the State of California Department of Water Resources Flood Control Division maintains a close

watch on mountain snow pack, reservoir water height and river conditions during the October to June flood season. Controlling the release of water from the various reservoirs in the basin and more accurate weather forecasting have lessened but not eliminated the threat of a repeat of the 1955 flood.

In response to the need for emergency flood planning efforts, both the Sutter County Office of Emergency Services and the City of Yuba City have prepared dam failure and slow rise flood threat plans. These plans have been adopted by the City and County and identify flood threats, available emergency facilities and personnel and agency responsibilities. This General Plan adopts those plans by reference.

The Federal Insurance Administration, as part of the effort to administer the National Flood Insurance Act of 1966, has mapped flood prone areas not protected by levees. The National Flood Insurance Act provides subsidized flood insurance for properties subject to flooding in identified flood hazard areas. The Act requires that participating communities adopt specific land use regulations concerning flood hazard areas. Among other regulations, the Act requires that all new residential structures within a flood hazard area have the first floor above the elevation of the standard project or one hundred-year flood elevation. The Act also requires that all new commercial or industrial structures either have their first floor above the standard project flood elevation or that the structure be designed to withstand hydrostatic and hydrodynamic flood water pressure up to an elevation equal to the standard project flood. Within the Urban Area the only area subject to the one hundred-year flood is between the Feather River levees and within the Gilsizer Slough.

## Ground Shaking

Except for some minor faults in the Buttes, no geological evidence of ground rupture appears anywhere at the surface in Sutter County. For that reason, this document does not consider ground surface rupture or displacement as having a high probability.

Ground shaking is a potential danger to local residents and property. The California Division of Mines and Geology classifies the Urban Area as subject to moderate maximum earthquake intensity and damage from ground shaking.

The danger caused by ground shaking is structural damage and collapse; thereby causing risk to life. Perhaps the single greatest potential for catastrophe is earthquake induced collapse on one of the major dams of the region. This potential is extremely low and unlikely. Dams are designed to withstand a specified maximum earthquake acceleration load depending upon the area in which they are built. An earthquake in Oroville in the mid 1970's did force dam safety engineers to rethink the forces that could be expected within the region. Those reviewed forces were found to be within an adequate safety margin. Dam safety factors are calculated for the worst case situation. That situation occurs when the reservoir behind the dam is full and is thus exerting the maximum water pressure on the structure. In the recent water history of the region, the dams are seldom full or near full, providing an additional safety factor.

The highest degree or probability for property damage or risk to life by ground shaking is in connection with the older masonry structures. Unlike a wood frame structure, which has a high degree of flexibility, masonry buildings are rigid. This rigidity, combined with the loss of bonding power in aged and weathered mortar, reduces the ability of unreinforced, older masonry construction to withstand earthquake induced ground shaking.

Table E-17 in the Housing section of the Inventory contains data on the age of area housing. From that table and other neighborhood data from the Census, it appears that about ten percent of all area homes were built prior to 1940. Of these, only a few are of masonry construction. Although a slightly higher percentage of commercial buildings are of masonry construction, the majority are wood frame and reinforced against earthquakes. As of the end of 1988, approximately 300 earthquakes have occurred in this region. These quakes have claimed no lives nor have they resulted in any significant property damage.

## Fire

There is the potential for catastrophic fire within the Urban Area, and for the purpose of discussion, catastrophic fire needs to be divided into two categories -- "The Potential for Catastrophic Loss of Life from Fire" and "The Potential for Catastrophic Loss of Property Tax Base and Jobs".

Within the first category, "Potential for Catastrophic Loss of Life", those types of fires most likely occur in the more intense residential land use categories of multi-family and group quarters. High density land usage is permitted, most often with the absence of built-in fire protection systems, which increases the risk of a high loss of life from fire.

The "Potential for Catastrophic Loss of Property from Fire" is the greatest in the old commercial area around Plumas Street and the industrial area north of Bridge Street to the Union Pacific/Sacramento Northern Railroad lines east of Cooper Avenue. The potential is greatest there because of structural conditions and the absence of substantial built-in fire protection systems.

Walton Fire Protection District and the City of Yuba City Fire Department provide all fire suppression services in the Urban Area. Between these two agencies, they respond to 120 structure fires, 2,203 rescue calls, and a total of 3,254 times to various alarms for assistance during 1988. Of the 3,254 alarms approximately 20 were double counted since both departments responded to the same call.

Catastrophic loss of life and property from fire is extremely rare and, on the day to day basis, a single structure fire is the most prevalent occurrence.

TABLE H-1  
Emergency Demand Statistics

Year	1979	1980	1981	1982	1983	1984	1985	1986	1987
Population									
Yuba City	17,100	17,650	19,150	19,658	20,390	20,481	21,179	21,200	22,500
Walton FPD	17,849	18,228	18,607	18,701	19,082	19,108	19,266	19,043	19,290
Housing Units									
Yuba City		8,477					9,202		
Walton FPD		6,522					7,099		
Assessed Value									
In \$1,000,000									
Yuba City	324.75	361.32	410.28	483.64	482.89	491.97	512.50	549.10	591.58
Walton FPD	n/a	261.83	305.18	n/a	362.29	380.43	403.24	427.43	n/a
Firemen/1,000									
Population									
Yuba City	1.36	1.25	1.22	1.18	1.17	1.16	1.18	1.17	1.11
Walton FPD 1/	0.224	0.219	0.214	0.213	0.209	0.209	0.207	0.210	0.207
Total Calls									
Yuba City	1,117	1,152	1,215	1,307	1,461	1,645	1,743	1,862	2,088
Walton FPD	443	469	n/a	812	620	702	737	812	n/a
Calls/1,000									
Population 2/									
Yuba City	65.3	65.3	63.4	66.5	71.6	80.3	79.9	87.8	92.8
Walton FPD	24.8	25.7	n/a	43.4	32.5	36.7	38.3	42.7	n/a
Calls/Day 2/									
Yuba City	3.06	3.16	3.33	3.58	4.00	4.51	4.78	5.11	5.72
Walton FPD	1.21	1.28	n/a	2.22	1.70	1.92	2.02	2.22	n/a
Fire Loss in									
\$1,000's									
Yuba City	560.0	213.9	491.2	355.3	275.2	132.1	200.0	648.1	750.8
Walton FPD	n/a								
Loss/Capita									
Yuba City	\$33	\$12	\$25	\$18	\$14	\$6	\$9	\$31	\$34
Walton FPD	n/a								

Source: Yuba City Fire Department

1/ Assumed 4 fire fighters/rescue workers

2/ Between 50% and 75% of all calls are for rescue services

TABLE H-2  
New Units Authorized by  
Building Permits - (4/80 to 12/87)

	<u>Single Family</u>	<u>2-4</u>	<u>5+</u>	<u>MH</u>	<u>Total</u>
Yuba City Fire Dept.	587	455	440	60	1,542
Walton Fire Protection District	628	16	36	74	754
Total	1,215	471	476	134	2,296

Source: Yuba City Building and Planning Departments, and Sutter County Population and Housing Bulletin.

## Noise

Noise has been defined as unwanted sound, undesired sound or sound without value. These definitions reflect both a degree of subjectivity and an annoying or obnoxious aspect of sound that is inherent in defining noise. The degree to which noise is viewed subjectively does not negate the fact that noise can and does affect the full range of human activity.

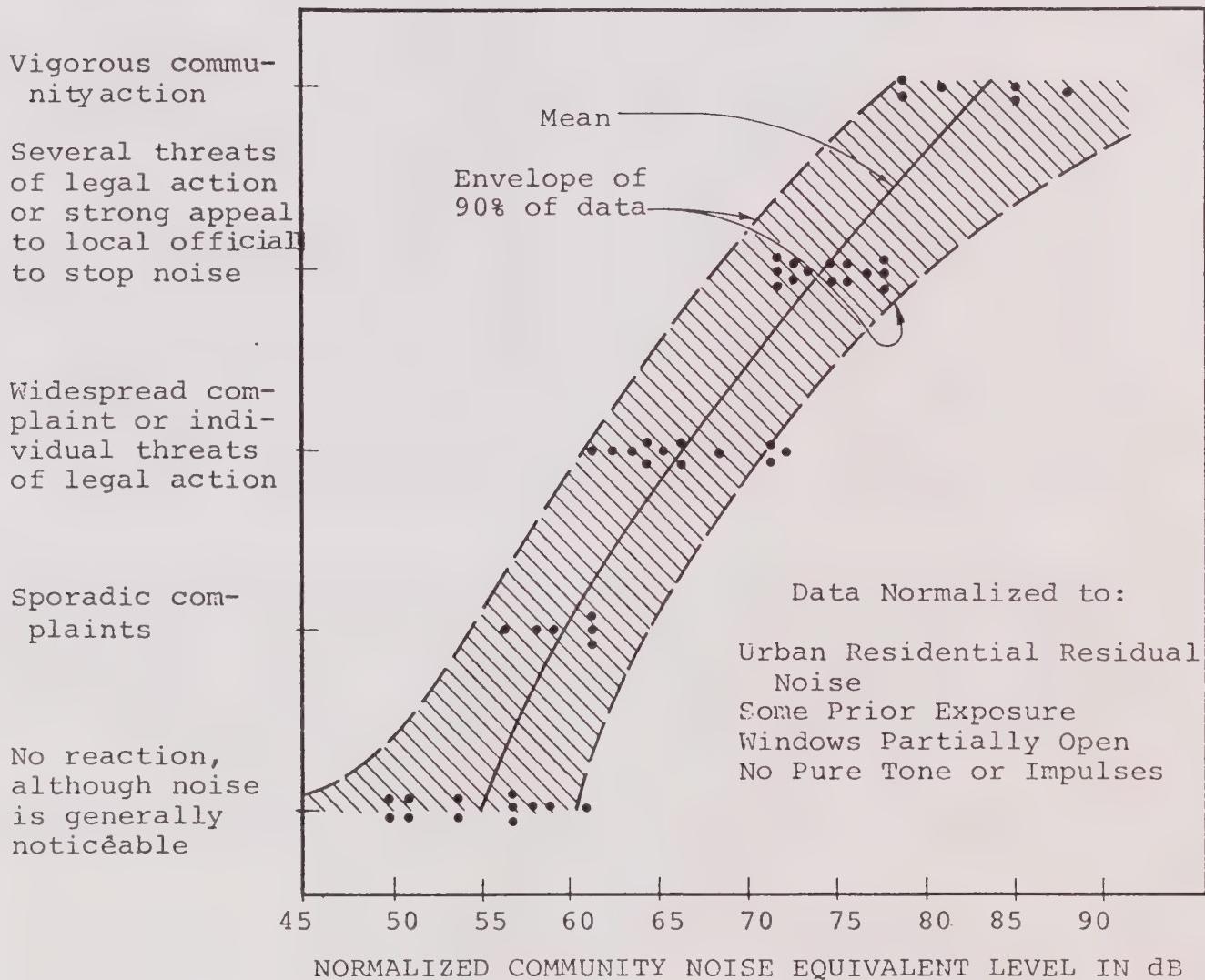
Noise is an environmental pollutant--a waste product generated in conjunction with the various activities of people. There are two general classifications of pollutants produced as a by-product of our way of life. Familiar to most of us are the mass residuals that lead to air and water pollution and are visually apparent. Attention has been drawn to a more subtle form of pollution caused by energy residuals such as waste heat from manufacturing processes that creates thermal pollution. Energy in the form of sound waves constitutes yet another kind of energy residual, but a basic and very fortunate difference between thermal pollution and acoustical pollution is that noise has a rapid decay rate and does not reside in the environment for a long period of time. The total amount of energy dissipated as sound throughout the earth is a relatively small amount. It is the extra ordinary sensitivity of the human ear that allows this relatively small amount of energy to constitute a problem.

Figure H-1 shows the Noise Sensitive Areas in the Urban Area. Noise has been included under the hazards section of this document because of its effect on human health. Various sources cause pain, permanent damage to hearing, impairment to human speech, physical stress contributing to ulcers, indigestion and heart disease, psychological effects contributing to mental disorders, nervousness, irritability, aggressive behavior and loss of sleep, rest and relaxation.

Table H-3 illustrates how community reaction increases as intrusive noise interferes with our normal urban lifestyle.

TABLE H-3  
 Community Reaction to Intrusive Noises of  
 Many Types as a Function of the Normalized  
 Community Noise Equivalent Level

COMMUNITY REACTION

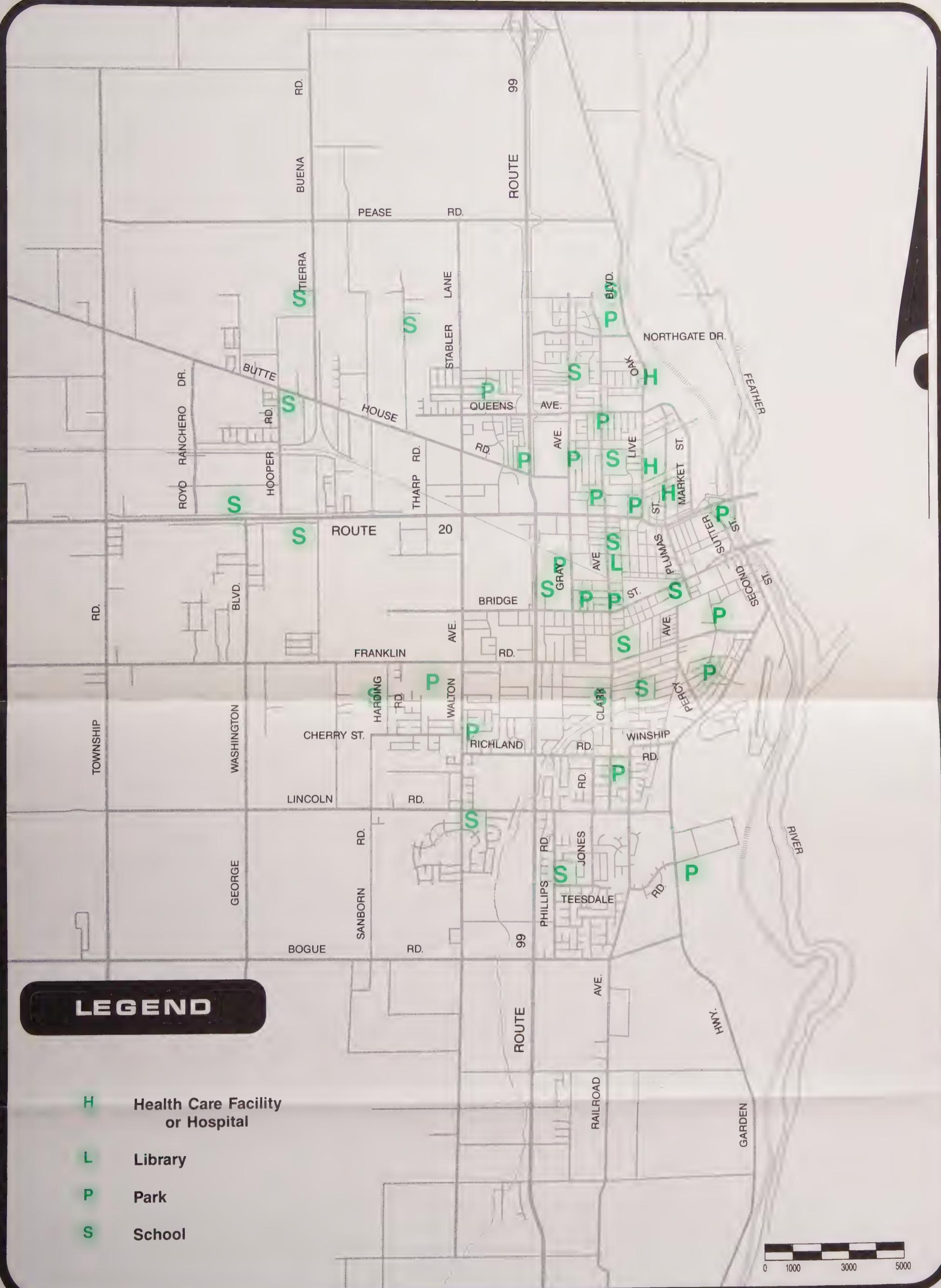


Source: Santa Clara County Planning Department,  
 ALUC, Land Use Plan for Area Surrounding  
 Santa Clara County Airports, 1973.

## LEGEND

- H** Health Care Facility or Hospital
- L** Library
- P** Park
- S** School

0 1000 3000 5000



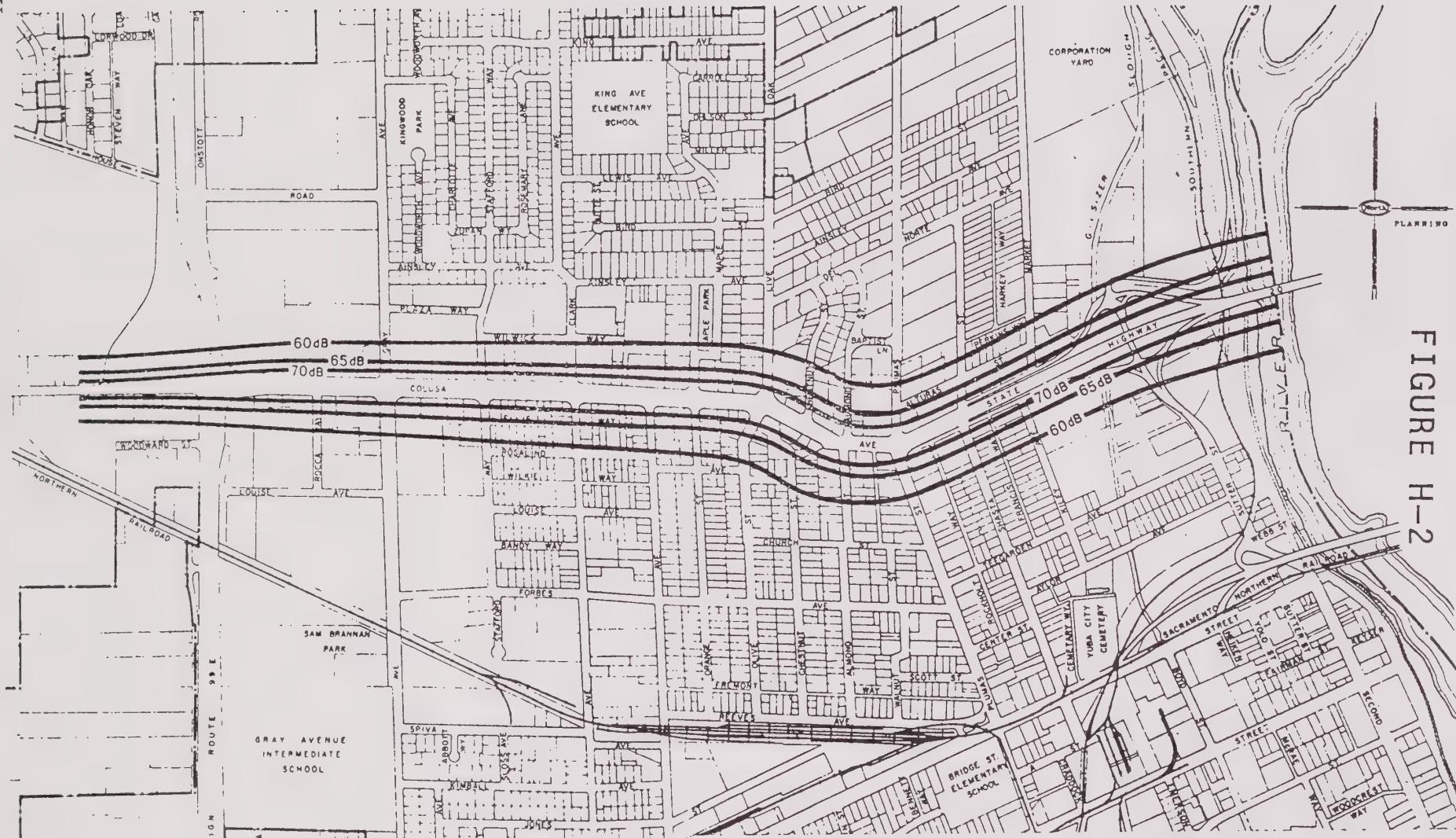


The dominant noise source in the Urban Area is transportation related--city street traffic, railroad switching yard activities and the airport. Of the streets in the area, State Route 20, State Route 99, Gray Avenue, B Street, Queens Avenue, Plumas Street, Market Street, Clark Avenue, Walton Avenue, Bridge Street, Live Oak Boulevard, Butte House Road, Franklin Avenue, Sutter Street and Second Street all are major streets which carry average daily traffic of 5,000 or more. Some of these streets carry two to three times that level and, consequently, seem to produce two to three times the noise of a normal street. Figure H-2 illustrates the noise levels produced by traffic on State Route 20.

Two railroads operate in the Urban Area. The Southern Pacific Transportation Company tracks enter Yuba City from Marysville just north of the Tenth Street Bridge and then turn north to the City of Live Oak and into Butte County. Noise from this operation does not significantly affect homes and businesses, since the trains travel through agricultural land. The Union Pacific/Sacramento Northern Railway Company maintains a switching yard in the center of Yuba City with a track line to the east into Marysville and to the west out to Harter Cannery. Figure H-3 denotes how the noise produced by the switching yard affects the surrounding residential properties.

The final major source of transportation related noise in the Urban Area is the Sutter County Airport. The Airport is located southeast of Yuba City and is surrounded by some residential uses to the north, northeast and west. Of these areas, only the Richland Housing Center is now within the 55 decibel (db) noise contour. In the future, increasing airport traffic will extend the 55 db noise contour to include existing residential uses west of Railroad Avenue. Figure H-4 details the Ldn for the present and projected noise contours produced by the operations (take offs and landings) from the airport.

## FIGURE H-2



## **NOISE CONTOURS FOR STATE ROUTE 20**

I. I. H.

- 95 -

II. H.

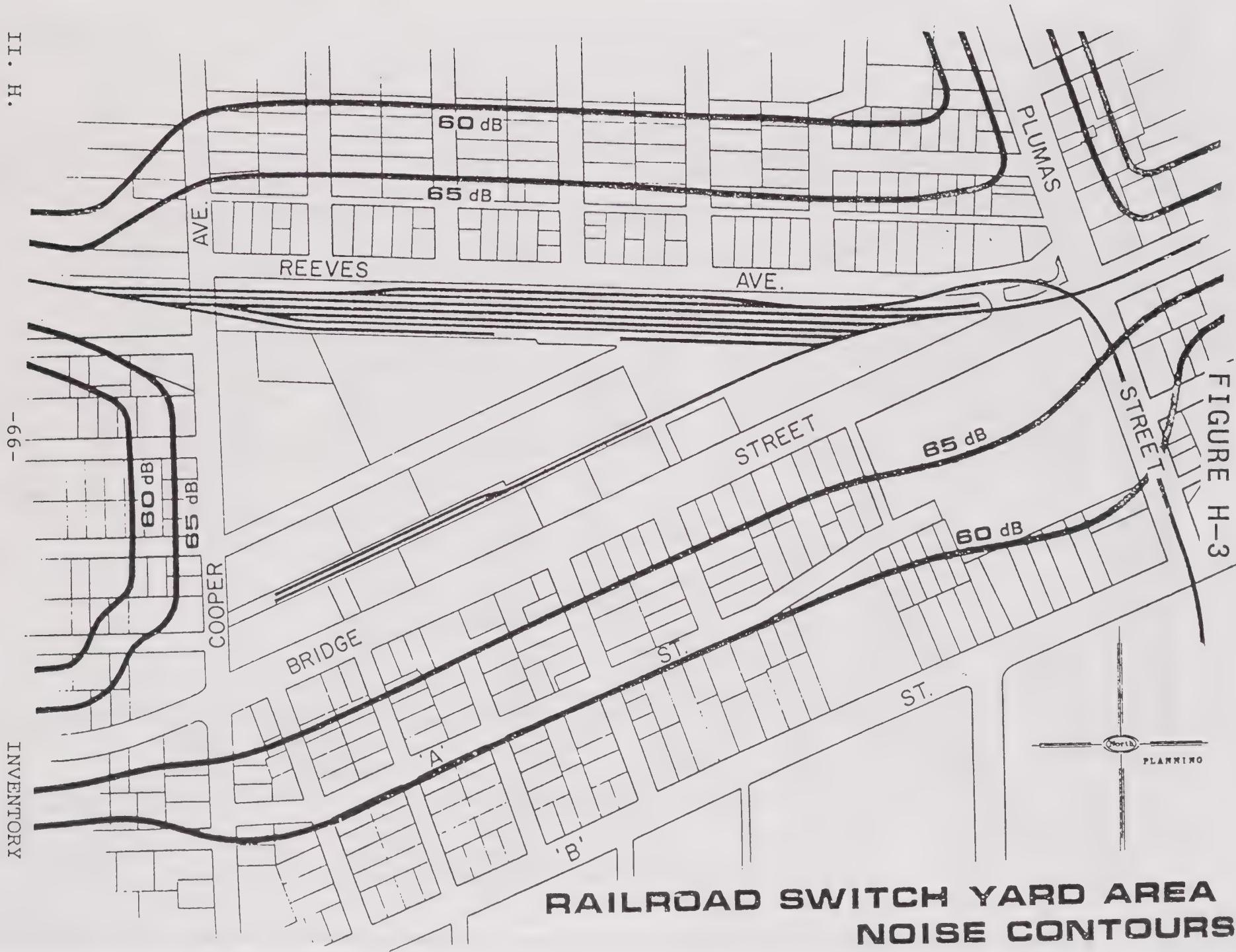


FIGURE H-4

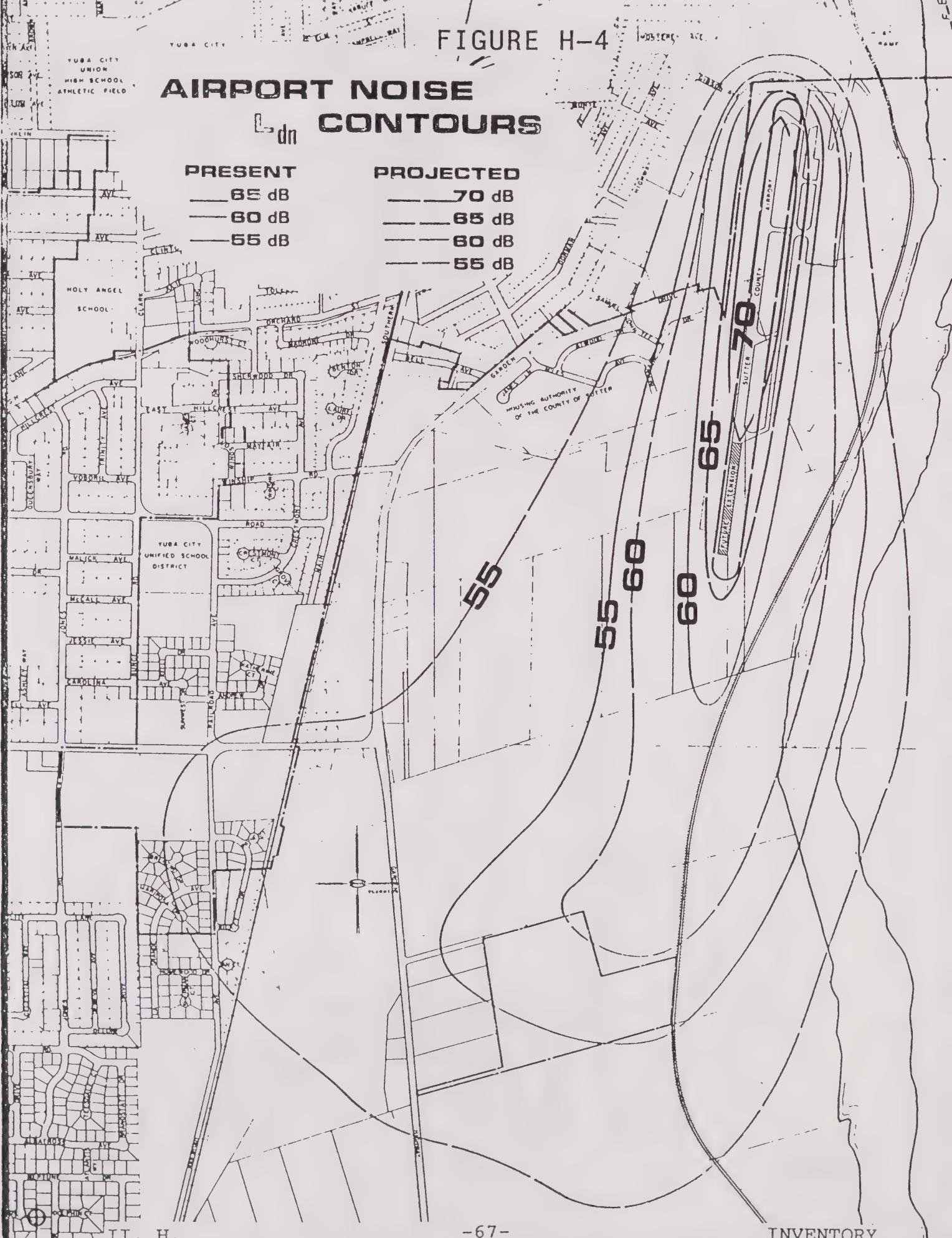
# AIRPORT NOISE CONTOURS

## PRESENT

- 65 dB
- 60 dB
- 55 dB

## PROJECTED

- 70 dB
- 65 dB
- 60 dB
- 55 dB



## Hazardous Materials

Hazardous materials are chemicals or substances that have commercial value and are not waste by-products of an industrial or other process. These materials are dangerous because they can cause temporary sickness, permanent physical damage or death when improperly transported, stored or used. There are five characteristics that make a material dangerous:

1. Toxic: Capable of producing injury, illness or damage to humans, domestic livestock or wild-life through ingestion, inhalation or absorption through any body surfaces.
2. Corrosive: Capable of destroying by chemical action, living tissue through contact.
3. Flammable: Capable of burning during normal handling and may produce harmful gas or particles.
4. Irritant: Capable of causing a local inflammatory reaction.
5. Strong Sensitizers: Capable of causing an allergic or hypersensitive reaction.

Source: California Administrative Code, Title 22  
Division 4, Chapter 30.

Hazardous materials also vary in the severity of hazard. Some hazardous materials present high hazard from short exposure to small amounts, while other hazardous materials are dangerous only through long and continued exposure.

Hazardous materials management and wastes in the Urban Area are discussed in detail in the Sutter County Hazardous Waste Management Plan produced by the Sutter County Hazardous Waste Advisory Committee. It appears that the following types of businesses in the Yuba City Urban Area are likely to use hazardous materials:

- Chemical companies
- Pest, insect, termite exterminators
- Plastic and fiberglass fabricators
- Fuel distributors and service stations
- Liquified gas distributors
- Dry cleaners
- Steel fabricators and metal plating
- Crop dusters

Two other sites where hazardous materials are stored are the City of Yuba City Water Treatment Plant just off Live Oak Boulevard and the Waste Water Treatment Plant on Burns Drive. Both these facilities store large quantities of hazardous materials for the treatment of water.

### Hazardous Waste

Hazardous waste generation, treatment and disposal patterns are normally divided into two parts; off-site and on-site. These divisions describe the different methods of disposal. Off-site hazardous waste is generated at a location, transported off the site and dumped into a licensed land disposal facility operated by a company in the business of waste disposal. On-site hazardous waste is generated and disposed of by the user at their location.

Based on an analysis of off-site disposal data, there are five types of hazardous waste being generated in the Upper Sacramento Valley Area.

These different types are listed below in order of amounts generated:

1. Aqueous solution with organic residues (10%)
2. Mixtures of oil/gas with water
3. Tank bottom sediments
4. Mixtures of oil, mud/sediment & water
5. Alkaline solution with heavy metals

Source: Sacramento Area Council of Governments

In 1981, the Environmental Protection Agency data base on generators of at least 2,204 lbs. per month listed the following companies which are still located in the Urban Area:

H & B Machinery	1312 Garden Highway, Yuba City
Nelson Mfg.	2860 Colusa Highway, Yuba City
Pure-Gro Company	584 Franklin Avenue, Yuba City
Sherwin-Williams Co.	1191 Bridge Street, Yuba City

Hazardous waste disposed of in off-site landfills must be deposited in State approved facilities. Most hazardous waste is dumped into Class I landfills--the closest of which are located in the Bay Area and near Bakersfield. A comparison of generation and disposal patterns indicates that disposal of all off-site hazardous waste generated in the Yuba City Urban Area is done outside of the Yuba City Urban Area. It appears that most of the waste is being disposed of in the San Joaquin Valley, however, some may be taken to the Bay Area. The Sacramento Valley generates 4.2 percent of the statewide total and has no disposal areas.

In addition to the sites and firms listed above as generators of hazardous waste, the SACOG publication Hazardous Waste in the SACOG Region also lists each of the telephone service facilities in the area and the Sutter County Agricultural Commissioner's Office as storage facilities for hazardous waste. The SACOG report goes on to list the chemical compounds stored by the Agricultural Commissioner. Of those compounds, five are found on the California Department of Health Services list of Extremely Hazardous Waste.

Sutter County is by no means considered a large generator of hazardous waste. In 1983, the State released estimates on the yearly tonnage of hazardous waste generated in each county. Sutter County, as a whole, produced only 61 tons; by comparison, Yuba County produced 29,000 tons (Beale Air Force Base contributed some 7,100 tons). Of the total tonnage produced in the County, it is likely that only a small portion is actually produced in the Yuba City Urban Area. A complete discussion of hazardous wastes in the area is provided in the Sutter County Hazardous Waste Management Plan.

### Airport Safety

The Sutter County Airport is located at the eastern edge of Yuba City near the Feather River. Total flight operations in 1984 were estimated at 50,000 and are anticipated to increase to 73,500 by 2000. Additionally, proposals are being made to lengthen the runway, thus upgrading the classification to a general utility status.

Except for the Richland Housing Center in which 1,235 people resided in 1988, the lands immediately adjacent to the airport are planned for industrial use. Additionally, the land to the south of the airport (over which 90 percent of all airport landings and take-offs are made) is planned for industrial use, although at present it is substantially vacant.

Airport safety issues arise as a result of compatible use and non-compatible land uses existing side by side with one another. Without quantifying or qualifying the question of what is safe or what is not safe, it should be noted that 2,788 people resided within one-quarter of a mile and 7,258 people lived within one-half mile of the airport in 1980.

Additionally, although the land under the southern approaches to the airport is planned for industrial use, there are no assurances that the uses developed in this area will be compatible with the airport operation. For example, the vast majority of airplane crashes occur on take-off and landing. For this reason several urban area airports are developing airport safety zones which are either vacant land or contain an extremely

low daytime work force. The purpose of the safety zone is to provide a crash area which endangers the fewest number of people. The current industrial zoning regulations for the City of Yuba City and Sutter County, under which the southern approaches to the airport will develop, allows a wide range of uses with no criteria on work force.

A heliport has been established in Yuba City adjacent to the Sutter County Law Enforcement Center and the Yuba City City Hall for emergency operations by the Sutter County Sheriff's Office, the Yuba City Police Department, the California Highway Patrol and the Sutter County Office of Emergency Services. No services are presently available. The heliport is expected to be used only a few times a year. Another heliport has been approved in the area immediately south of Poole Boulevard and east of Tharp Road. Planning for the airport and heliport is subject to review by the Airport Land Use Commission provided for Sutter County and others by the Sacramento Area Council of Governments.

## FLORA AND FAUNA

The following species may reside within the Yuba City Urban Area and have been added to the State and Federal lists of threatened species: the Swainson's Hawk, Valley Elderberry Long-horn Beetle (State) and Western Yellow Billed Cuckoo (Federal). Also, a listing of rare and endangered vascular plants compiled for the California Department of Parks and Recreation (1973) does not contain any species known to grow in the Urban Area. Appendix A contains a list of plants, mammals, birds, reptiles and amphibians found in the major biotic communities of Sutter County.

### APPENDIX A

#### Plants

<u>Common Name</u>	<u>Scientific Name</u>
Buckeye - Horse Chestnut	<i>Aesculus californica</i>
Cypress	<i>Cupressus</i> (various species)
Juniper	<i>Juniperus</i> (various species)
Tanbark	<i>Lithocarpus densiflora</i>
Digger Pine	<i>Pinus sabiniana</i>
Canyon Oak	<i>Quercus chrysolepis</i>
California Black Oak	<i>Quercus kelloggii</i>
Huckleberry Oak	<i>Quercus vaccinifolia</i>
Interior Live Oak	<i>Quercus wislizenii</i>
Greasewood - Chamise	<i>Adenostoma fasciculatum</i>
Hoary Manzanita	<i>Arctostaphylos canescens</i>
Eastwood Manzanita	<i>Arctostaphylos glandulosa</i>
Parry Manzanita	<i>Arctostaphylos manzanita</i>
Mariposa Manzanita	<i>Arctostaphylos mariposa</i>
Indian Manzanita	<i>Arctostaphylos mewukka</i>
Pinemat Manzanita	<i>Arctostaphylos nevadensis</i>
Greenleaf Manzanita	<i>Arctostaphylos patula</i>
Whiteleaf Manzanita	<i>Arctostaphylos visida</i>
Giant Chinquapin	<i>Castanopsis chrysophylla</i>
Bush Chinquapin	<i>Castanopsis sempervirens</i>
Snow Bush	<i>Ceanothus cordulatus</i>
Buck Brush	<i>Ceanothus cuneatus</i>
	<i>Ceanothus crassifolius</i>
	<i>Ceanothus lemmontii</i>
	<i>Ceanothus leucodermis</i>
	<i>Ceanothus oliganthus</i>
Dear Brush	<i>Ceanothus intergerrimus</i>
Blue Brush	<i>Ceanothus thrysiforus</i>
Tobacco Brush	<i>Ceanothus velutinus</i>
Yerba Santa	<i>Eriodictyon californica</i>
Sile-Tassel Bush	<i>Garrya fremontii</i>
Christmas Berry	<i>Heteromeles arbutifolia</i>
Bitter Cherry	<i>Prunus emarginata</i>

### Mammals

Opossum	<i>Didelphis marsupialis</i>
Broad-footed Mole	<i>Scapanus latimous</i>
Striped Skunk	<i>Mephitis mephitis</i>
Gray Fox	<i>Urocyon cinereoargenteus</i>
Coyote	<i>Ganis latrans</i>
Bobcat	<i>Lyn rufus</i>
Raccoon	<i>Procyon lotor</i>
California Ground Squirrel	<i>Atospermophilus beecheyi</i>
Botta Pocket Gopher	<i>Thomomys bottae</i>
Western Harvest Mouse	<i>Reithrodontomys megalotis</i>
Deer Mouse	<i>Peromyscus maniculatus</i>
Black-tailed Jackrabbit	<i>Lepus californicus</i>
Deer	<i>Odocoileus hemionus</i>
Bats	(various species)

### Reptiles

<u>Common Name</u>	<u>Scientific Name</u>
Western Fence Lizard	<i>Sceloporus occidentalis</i>
Common King Snake	<i>Lampropeltis gentulus</i>
Gopher Snake	<i>Pituophis catenifer</i>

### Amphibians

Western Spadefoot Toad	<i>Scaphiopus hammondi</i>
Western Toad	<i>Bufo boreas</i>

### Birds

Turkey Vulture	<i>Cathartes aura</i>
Sparrow Hawk	<i>Falco sparverius</i>
Red-tailed Hawk	<i>Buteo jamaicensis</i>
Swainson Hawk	<i>Buteo swainsoni</i>
Golden Eagle	<i>Aquila chrysaetos</i>
Morning Dove	<i>Zenaidura macoura</i>
Horned Owl	<i>Bubo virginianus</i>
Purple Martin	<i>Progne subis</i>
Acorn Woodpecker	<i>Melanerpes formicivorus</i>
Olive-sided Flycatcher	<i>Nuttalornis borealis</i>
Kingbird	(various species)
Crow	<i>Corvus brachyrhynchos</i>
Raven	<i>Corvus carax</i>
Yellow-billed Magpie	<i>Pica nuttalli</i>
Mockingbird	<i>Mimus polyglottos</i>
Western Bluebird	<i>Sialia mexicana</i>
Loggerhead Shrike	<i>Lanius ludovicianus</i>
Brewer Blackbird	<i>Euphagus cyanocephalus</i>
Hooded Oriole	<i>Icterus cucullatus</i>
Bullock Oriole	<i>Icterus bullockii</i>
House Finch	<i>Carpodacus mexicanus</i>
Green-backed Goldfinch	<i>Spinus psalteria</i>
Lark Sparrow	<i>Chondestes grammacus</i>

### FRESHWATER MARSH

### Plants

Common Arrowhead
Spreading Rush
Common Cattail
Longleaf Pond Weed
Parish's Spike Rush
Watercrowfoot Buttercup
Yellow Water Lily
Water Plantain
Wholly Sedge
Creeping Water Primrose

<i>Sagittaria longiloba</i>
<i>Juncus</i> (various species)
<i>Typha latifolia</i>
<i>Potamogton foliosus</i>
<i>Heleocharis Parishii</i>
<i>Rannunculus aquatilia</i>
<i>Nuphar polysepalum</i>
<i>Alisima Plantago-aquatica</i>
<i>Carex lanuginosa</i>

### Mammals

#### Common Names

Raccoon
California Mink
Beaver
Norway Rat

#### Scientific Name

<i>Procyon lotor</i>
<i>Mustela vision</i>
<i>Castor subauratus</i>
<i>Rattus norvegicus</i>

### Reptiles

Pacific Pond Turtle  
Common Garter Snake  
Western Garter Snake

*Clammys marmorata*  
*Thamnophis sirtalis*  
*Thamnophis elegans*

### Amphibians

Tiger Salamander  
Yellow-legged Frog  
Pacific Tree Frog  
Western Toad  
Western Spadefoot Toad  
Bullfrog

*Ambystoma tigrinum*  
*Rana boylei*  
*Hyla regilla*  
*Bufo boreas*  
*Scaphiopus hammondi*  
*Rana catesbeiana*

### Birds

White-tailed Kite  
Marsh Hawk  
Ring-necked Pheasant  
Short-eared Owl  
Belted Kingfisher  
Red-winged Blackbird  
Tri-colored Blackbird  
Yellow-headed Blackbird  
Dipper  
Winter Wren  
Long-billed Marsh Wren  
Herons  
Geese  
Ducks  
Grebes  
Bitterns  
Gallinules  
Rails  
Shore Birds

*Elenus leucurus*  
*Circus cyaneus*  
*Phasianus colchicus*  
*Asio flammeus*  
*Megaceryle alcyon*  
*Agelaius phoeniceus*  
*Agelaius tricolor*  
*Xanthocephalus xanthocephalus*  
*Cinclus mexicanus*  
*Troglodytes troglodytes*  
*Telmatodytes palustris*

(various species)

## Riparian Woodland

### Plant

<u>Common Name</u>	<u>Scientific Name</u>
Lady Fern	<i>Athyrium (vaiours species)</i>
Willows	<i>Salix (Various species)</i>
Alders	<i>Alnus (various species)</i>
Cottonwood	<i>Populas (various species)</i>
Western Sycamore	<i>Planatus racemosa</i>
California Laurel	<i>Umbellularis californica</i>
Oregon Ash	<i>Fraxinus latifolia</i>
Snowberry	<i>Symporicarpos mollis</i>
California Blackberry	<i>Rubus vitifolius</i>
California Wild Rose	<i>Rosa californica</i>
Creek Dogwood	<i>Cornus stolonifera var. calif</i>
Blue Elderberry	<i>Sambucus coerulea</i>
California Wild Grapes	<i>Vinus californica</i>
Nettles	<i>Urtica (various species)</i>
Mudwort	<i>Limosella aquatica</i>

### Mammals

Opossum	<i>Didelphis marsupialis</i>
Shrews	<i>(various species)</i>
Moles	<i>(various species)</i>
Bats	<i>(various species)</i>
California Ground Squirrel	<i>Otospermophilus beecheyi</i>
Western Grey Squirrel	<i>Sciurus griseus</i>
Audubon Cottontail	<i>Sylvilagus auduboni</i>
Beaver	<i>Castor subauratus</i>
Botta Pocket Gopher	<i>Thomomys bottae</i>
Dusky-footed Woodrat	<i>Neotonia fuscipes</i>
Coyote	<i>Ganis latrons</i>
Gray Fox	<i>Urocyan cinereoargenteus</i>
Raccoon	<i>Procyon lotor</i>
Bobcat	<i>Lynx rufus</i>

### Reptiles

Western Banded Gecko	<i>Coleonyx variegatus</i>
Western Fence Lizard	<i>Sceloporus occidentalis</i>
Side-blotched Lizard	<i>Uta stansburiana</i>
Western Whiptail	<i>Cnemidophorus tigris</i>
Northern Alligator Lizard	<i>Gerrhonotus coeruleus</i>
Racer	<i>Coluber constrictor</i>
Common Kingsnake	<i>Lampropeltis gentulus</i>
Western Rattlesnake	<i>Crotalus viridis</i>
Western Garter Snake	<i>Thamnophis elegans</i>
Common Garter Snake	<i>Thamnophis sirtalis</i>

## Amphibians

<u>Common Name</u>	<u>Scientific Name</u>
Tiger Salamander	<i>Abystoma tigrinum</i>
Newts	(various species)
California Slender Salamander	<i>Batrachoseps attenuatus</i>
Western Toad	<i>Bufo boreas</i>
Pacific Tree Frog	<i>Hyla regilla</i>
Yellow-legged Frog	<i>Rana boylei</i>
Red-legged Frog	

## Birds

Great Blue Heron	<i>Ardea herodias</i>
Green Heron	<i>Butorides virescens</i>
Wood Duck	<i>Aix sponsa</i>
Turkey Vulture	<i>Cathartes aura</i>
White-tailed Kite	<i>Elanus leucurus</i>
Sparrow Hawk	<i>Falco sparverius</i>
Red-tailed Hawk	<i>Buteo jamaicensis</i>
Red-shouldered Hawk	<i>Buteo lineatus</i>
Cooper Hawk	<i>Accipiter cooperii</i>
Mourning Dove	<i>Zenaidura macoura</i>
Yellow-billed Cuckoo	<i>Coccyzuo americanus</i>
Horned Owl	<i>Bubo virginianus</i>
Long-eared Owl	<i>Ostio otus</i>
Black Phoebe	<i>Sayornis nigricans</i>
Crow	<i>Corvus brachyrhynchos</i>
Steller Jay	<i>Cyancoitta stelleri</i>
Chickadee	<i>Parus atricapillus</i>
House Wren	<i>Troglodytes aedon</i>
Bewick Wren	<i>Thryomanes bewickii</i>
Robin	<i>Thurdus migratorius</i>
Western Bluebird	<i>Sialia mexicana</i>
Swainson Thrush	<i>Hylocichla ustulata</i>
Blue-gray Gnatcatcher	<i>Polioptila caerulea</i>
Cedar Waxwing	<i>Bombycilla cedrorum</i>
Vireos	(various species except gray)
Orange-crowned Warbler	<i>Vermivora celata</i>
Pileolated Warbler	<i>Wilsonia pusilla</i>
Yellow Warbler	<i>Dendroica petechia</i>
Yellowthroat	<i>Geothlypis trichas</i>
Long-tailed Chat	<i>Icteria virens</i>
Cardinal	<i>Richmondena cardinalis</i>
Blue Grosbeak	<i>Pheuctious melanocephalus</i>
Spotted Towhee	<i>Pipilo erythrophthalmus</i>
Brown Towhee	<i>Pipilo fuscus</i>

## Valley Grassland

### Plants

<u>Common Name</u>	<u>Scientific Name</u>
Baby Blue Eyes	<i>Nemophila menziesii</i>
Beardless Wild Rye	<i>Hordeum vulgare</i>
Purple Needlegrass	
Nodding Needlegrass	
Foothill Needlegrass	<i>Stipa</i> (various species)
Large Needlegrass	
Deergrass	
Pine Bluegrass	
Napa Thistle	
Rushes	<i>Juncus</i> (various species)
Sedges	<i>Carex</i> (various species)
Three-awn Grasses	<i>Aristida</i> (various species)
Brodieas	<i>Brodiaea</i> (various species)
Junegrass	<i>Koeleria cristata</i>
Curly Dock	<i>Rumex crispus</i>
California Goldenrod	<i>Solidago californica</i>
Branchy Goldfields	<i>Baeria chrysostoma</i>
Common Grondsel	<i>Senecio vulgaris</i>
Mildweed	<i>Asclepias californica</i>
Scarlet Pimpernel	<i>Anagallis arvensis</i>
California Buttercup	<i>Ranunculus californicus</i>
Tidy Tips	<i>Layia platyglossa</i>
Yellow Star Thistle	<i>Centaurea calcitapa</i>
Common Madia	<i>Madia elegans</i>
Common Horehound	<i>Lycopersicum vulgare</i>
Yellow Mustard	<i>Brassica geniculata</i>
Black Mustard	<i>Brassica nigra</i>
Owlclovers	<i>Orthocarpus purpurascens</i>

### Mammals

Opossum	<i>Didelphis marsupialis</i>
Bats	Various species except Red and Hoary
Badger	<i>Taxidea taxus</i>
Kit Fox	<i>Bulbes muticus</i>
Coyote	<i>Ganis latrans</i>
Bobcat	<i>Lynx rufus</i>
California Ground Squirrel	<i>Otospermophilus beecheyi</i>
Botta Pocket Gopher	<i>Thomomys bottae</i>
San Joaquin Pocket Mouse	<i>Perognathus inornatus</i>
Heerman's Kangaroo Rat	<i>Dipodomys heermanni</i>
Western Harvest Mouse	<i>Reithrodontomys megalotis</i>
Deer Mouse	<i>Peromyscus maniculatus</i>
Audubon Cottontail	<i>Sylvilagus auduboni</i>
Black-tailed Jackrabbit	<i>Lepus californicus</i>

## Reptiles

<u>Common Name</u>	<u>Scientific Name</u>
Western Banded Gecko	<i>Coleonyx variegatus</i>
Western Skunk	<i>Eumeces skiltonianus</i>
Western Whiptail	<i>Cnemidophorus tigris</i>
Foothill Alligator Lizard	<i>Gerrhonotus multicarinatus</i>
Racer	<i>Coluber constrictor</i>
Common Kingsnake	<i>Lampropeltis getulus</i>
Western Rattlesnake	<i>Crotalus viridis</i>
Gopher Snake	<i>Pituophis catenifer</i>

## Amphibians

Tiger Salamander	<i>Ambystoma tigrinum</i>
Western Spadefoot Toad	<i>Scaphiopus hammondi</i>
Western Toad	<i>Bufo boreas</i>

## Birds

Red-tailed Hawk	<i>Buteo jamaicensis</i>
Swainson Hawk	<i>Buteo swainsoni</i>
California Quail	<i>Lophortyx californicus</i>
Mourning Dove	<i>Zenaidura macoura</i>
Ring-necked Pheasant	<i>Phasianus colchicus</i>
European Partridge	<i>Perdix perdix</i>
Killdeer	<i>Charadrius vociferus</i>
Long-billed Curlew	<i>Numenius americanus</i>
Horned Owl	<i>Bubo virginianus</i>
Short-eared Owl	<i>Asio flammeus</i>
Barn Owl	<i>Tyto alba</i>
Burrowing Owl	<i>Speotyto cunicularia</i>
Trilling Nighthawk	<i>Chordiles acutipennis</i>
Rough-winged Swallow	<i>Stelgidopteryx ruficollis</i>
Barn Swallow	<i>Hirundo rustica</i>
Cliff Swallow	<i>Petrochelidon pyrrhonota</i>
Western Kingbird	<i>Tyrannus verticalis</i>
Say Phoebe	<i>Sayornis Sayi</i>
Horned Lark	<i>Eremophila alpestris</i>
Crow	<i>Corvus brachyrhynchos</i>
Raven	<i>Corvus corax</i>
Yellow-billed Magpie	<i>Pica nuttalli</i>
Robin	<i>Turdus migratorius</i>
Western Bluebird	<i>Sialia mexicana</i>
Pine Siskin	<i>Spinus pinus</i>
House Finch	<i>Carpodacus mexicanus</i>
Lawrence Goldfinch	<i>Spinus lawrencei</i>
American Goldfinch	<i>Spinus tristis</i>
English Sparrow	<i>Passer domesticus</i>
Lincoln Sparrow	<i>Melospiza lincolnnii</i>
White-crowned Sparrow	<i>Zonotrichia leucophrys</i>

Birds

<u>Common Name</u>	<u>Scientific Name</u>
Grasshopper Sparrow	<i>Ammodramus savannarum</i>
Rufous-crowned Sparrow	<i>Aimophila ruficeps</i>
Lark Sparrow	<i>Chondestes grammacus</i>
Tri-colored Blackbird	<i>Agelaius tricolor</i>
Brewer Blackbird	<i>Euphagus cyanocephalus</i>
Brown-headed Cowbird	<i>Molothrus ater</i>
Western Meadowlark	<i>Sturnella neglecta</i>
Bullock Oriole	<i>Icterus bullockii</i>
Lazuli Bunting	<i>Passerina amoena</i>
White-tailed Kite	<i>Elanus leucurus</i>
Sparrow Hawk	<i>Falco sparverius</i>
Prairie Falcon	<i>Falco mexicanus</i>
Great Blue Heron	<i>Ardea herodias</i>
Canada Goose	<i>Branta canadensis</i>
Turkey Vulture	<i>Cathartes aura</i>
Golden Eagle	<i>Aquila chrysaetos</i>
Red-winged Blackbird	<i>Agelaius phoeniceus</i>
Loggerhead Shrike	<i>Lanius ludovicianus</i>

Sources for the above listings:

- Kunit and Calhous, The Great Valley Province Lanscape Preservation Study: Appendix, California Department of Parks and Recreation, 1973.
- Munz, A California Flora and Supplement, Berkley, CA: University of California Press, 1959.
- Peterson, A Field Guide to Western Birds, Boston: Houghton Mifflin Co., 1941.
- U.S. Forest Service Regional Ecology Group, Calveg, 1980
- Yolo County Planning Department, Conservation Element, 1973.



## TRANSPORTATION FACILITIES

### Air

Sutter County Airport provides general aviation services for the Urban Area. Commercial air travel is available at Sacramento Metropolitan Airport, northwest of the City of Sacramento and approximately 45 miles south of Yuba City. Some commercial service is available from the Yuba County airport.

### Water

The Yuba City Boat Ramp offers recreational boat owners an opportunity to use the Feather River for fishing and sightseeing. The river is no longer capable of handling shallow-draft shipping (e.g. barges) for commercial purposes, and it has been many years since this type of service was economically feasible. The Port of Sacramento in Yolo County, about 50 miles south of the Urban Area, is the closest port for shipping local products -- especially agricultural commodities.

### Rail

The Union Pacific Railroad operates a switching yard at Bridge Street near Plumas in Yuba City. A freight line runs west from the yard out to Tarke Station located west of the Community of Sutter; it also crosses the Feather River and joins the Western Pacific mainline in Marysville.

Southern Pacific crosses into Sutter County with its main-line just north of the Urban Area. Amtrak runs the "Coast Starlight" on this line in addition to Southern Pacific's regularly scheduled freight trains. The "Coast Starlight" stops in Marysville, thus providing local residents with passenger train service to points along the "Coast Starlight" route as well as connections with the rest of the Amtrak system.

### Surface Streets and Highways

The Yuba City Urban Area has an extensive grid network of streets and highways leading to downtown Yuba City and across the Feather River to the City of Marysville and beyond. The backbone of the transportation network will probably continue to be the State highway system (Highway 99 and Highway 20) as well as Bridge Street. These major thoroughfares will probably continue to carry the largest amount of traffic. There are, however, numerous other streets that interact with Highways 99 and 20 in moving people from one point to another.

The slow, steady growth of the Urban Area has gradually increased the pressures on the roadway system. Changes have been made and are continuing to be made to accommodate this growth and provide for an acceptable level of service. As an example, the construction of Highway 99 from Lincoln Road to Franklin Road as a four-lane expressway and the installation of a traffic signal at the intersection of Richland Road has enhanced the carrying capabilities of these roads. Similarly, the improvements to the intersection on Highway 20 at many City streets has kept pace with the increased traffic demand and the system continues to provide a level of service of Class A & B on many streets and C level service on major streets except during peak hours when the service level may drop to a D rating.

Area residents may notice that there are more stop signs and that it takes longer to drive from one point to another in the community than it did in past years; however, this is not an uncommon occurrence as a community grows. In spite of this inconvenience, traffic generally moves smoothly, there are no excessive delays, nor has there been a significant increase in traffic accidents. With incremental changes, the system is continuing to function in an engineering and traffic safety-efficient manner. Areas of peak congestion currently occur on Colusa Avenue, on the Colusa Avenue (10th Street) and Bridge Street (5th Street) bridges, Plumas Street and Bridge Street.

Major streets within the Yuba City Urban Area are classified by width and type of use as either a highway, expressway, arterial or collector. Following is a brief classification description of the four major street categories.

Highways: Highways are primarily intended to carry large volumes of inter-urban and interstate traffic. However, in some areas, like Yuba City, they also carry considerable local traffic. They are designed for a continuous flow of traffic with access from abutting property being limited.

Expressways: Expressways are intended to carry much of the local inter-community and inter-urban traffic and the traffic to and from large employment centers. They are similar to highways in that access from abutting property is limited to allow for a continuous flow of traffic whenever possible.

Arterials: Arterials are major local streets which carry the bulk of traffic between residential areas and the highways, expressways, commercial centers, employment centers, recreation areas, etc. Adjoining property access is

permitted, but the design used to access these major streets should be well planned to minimize conflict with through traffic.

Collectors:

A collector street, as the name implies, collects traffic from local residential streets and channels it to the large through streets (i.e. arterials).

A map which displays the major streets and highways located within the Yuba City Urban Area by classification as of 1988 is located on page 13 of Section III. PUB. SERV.

Bikeways

The Yuba City Urban Area, along with the rest of the country, is experiencing an increasing interest in bicycling. Reasons for the increased popularity of bicycles include practical as well as economic advantages besides serving recreational needs of the community. The bicycle has the potential for becoming a viable transportation mode within the Yuba City Urban Area. This is due to the relatively flat terrain combined with the large number of dry days available to the cyclist. In addition, State laws allowing small motorized bicycles to be operated within the State has also presented an economical and efficient mode of travel.

A major obstacle to the bicycle becoming a viable mode of transportation is the lack of facilities. A second obstacle is the prevailing attitude people have about the bicycle not being a basic transportation mode. This attitude could be improved in part by providing facilities such as bicycle lanes and conveniently located racks and storage facilities. As fuel costs escalate and streets become more crowded, the bicycle will probably become a more viable mode of transportation. Where possible, separate rights of way should be used for the development of bike lanes in order to provide the greatest amount of safety to the bicyclist.

Transit

Transit in the Yuba City Urban Area started in July, 1975, with the signing of a joint powers agreement between Sutter County, Yuba County, the City of Yuba City and the City of Marysville. This joint powers agency then created and established the Hub Area Transit Authority (HATA) to oversee transit operations within the bi-county area. Beginning in 1975, HATA implemented a demand-responsive transportation system within the Marysville/Yuba City urbanized area for elderly and handicapped individuals through a contract with the local taxi company called "Our Car."

HATA, working with the Sacramento Area Council of Governments (SACOG), modified the "Our Car" system in 1978, with the implementation of a demand-responsive transit system (Dial-A-Ride). This new system operated within the Marysville/Yuba City urban area and was open to the general public and not just to elderly and handicapped individuals as under the "Our Car" system.

Sutter County withdrew from HATA in 1988 to form a separate dial-a-ride service in the unincorporated area. HATA still operates the urban Dial-A-Ride system within the Yuba City-Marysville area.

### Scenic Routes

Scenic routes in the Urban Area were originally designated in the 1972 Conservation and Open Space Element of the General Plan. Table J-1 is a partial listing of these routes. They are typically selected for their interesting historic or aesthetic qualities that make them stand out in comparison to other routes.

TABLE J-1

#### Scenic Routes in the Yuba City Urban Area

<u>Street or Road Name</u>	<u>Between</u>
Second Street	Bridge Street and Franklin Road
Bridge Street	Shasta Street and Second Street
B Street	Boyd Street and Second Street
C Street	McRae Way and Second Street
Shasta Street	Bridge Street and Colusa Highway
Plumas Street	B Street and Colusa Highway
Butte House Road	Highway 99 and Tharp Road
Tierra Buena Road	Butte House Road and Pease Road
Cooper Avenue	Forbes Avenue and Colusa Highway
Hillcrest Avenue	Richland Road and Bunce Road

A map showing these routes is included in the following section on Historic and Cultural Resources at page 92.

## HISTORIC AND CULTURAL RESOURCES

The following list contains sites designated as having historical or cultural significance in the Yuba City Urban Area. Each site on the list is numbered and corresponds to a like number on the location map at the end of this section. The map also shows scenic routes.

1. 446 Second Street - Sutter County Courthouse built in 1871 on the site of the 1858 courthouse which burned. In 1899, it was rebuilt with only minor architectural changes after another fire.
2. Second Street - Across from the Hall of Records was the site of Mission Hall built by the Yuba City Ladies Improvement Club in 1908. It was later used for the library and for other county offices.
3. Second Street - Across from the Hall of Records was the site of A.C. McLaughlin Law Office built in 1863. It was used as a law office by McLaughlin, one of the early District Attorneys of Sutter County. The building was moved and can now be seen at 819 Shasta Street.
4. 463 Second Street - Sutter County Office Building erected in 1963. It contains the offices of the Supervisors of Sutter County and other administrative offices. It was the home of the Sutter County Library from 1955 to 1971.
5. 466 Second Street - Sutter County Hall of Records built in 1891 of brick and stone with concrete floors and vaulted basement ceilings.
6. 500 Second Street - Sanborn Law Office built in 1870. Mr. Sanborn, Lawrence Shillig and D. A. Winship practiced law in this office. The original wooden walls were covered by stucco in 1906. In 1908, Yuba City was incorporated as a city in this building.
7. 501 Second Street - Masonic Temple built in 1908. The lodge, Enterprise Lodge No. 70 Free and Accepted Masons, was first granted a charter in 1855.
8. 222 B Street - Woodworth House built in 1906.
9. 223 B Street - A. H. Hewitt House built in the 1890's.
10. 230 B Street - Clark and Wilcoxon House built in 1870.
11. 229 B Street - Dr. Lyman House built in 1874. At one time the "largest walnut tree in the world" grew in the front yard of the house.
12. 238 B Street - C. A. Duncan House built in 1873.

13. 237 B Street - Site of the William Francis Peck House built by Dr. J. G. Cannon in 1874. W. F. Peck worked as an early County Surveyor and Assessor.
14. 246 B Street - Phipps House built about 1881. It was an early hotel and boarding house.
15. 247 B Street - Zwanck House built about 1881.
16. 251 B Street - W. H. Chism House built about 1900.
17. 259 B Street - J. D. Saunders House built about 1905. Saunders was an early blacksmith.
18. 254 B Street - Judge Kirby Mahon House built about 1900.
19. 260 B Street - A. S. McRae House built about 1900. McRae was an early merchant.
20. 310 B Street - California National Guard Armory.
21. 532 Second Street - IOOF Building built in 1888. The lower floor was the Van Arsdale store and later was used for the Sutter County Library (until 1955).

The fire of 1907 began in the kitchen of the Windsor Hotel (at about the location of the present Bremer store). It destroyed or heavily damaged the Second Street business district, including the town water supply in the Water Tower Building.

22. Feather River Levee - east of the parallel to Second Street (former location of First Street).
23. Veterans Park - Second Street at the east end of Bridge Street.
24. 200 Bridge Street - Built in the 1860's. The first floor was once the McRae Grocery Store. Masonic Lodge No. 70 met on the second floor until the building was damaged in the 1907 fire.
25. Bridge Street - Twin Cities Bridge is in the approximate site of the original bridge between Yuba City and Marysville which had been constructed in the 1850's. Several bridges have been constructed at this location, the present one being erected after destruction of the previous bridge by the flood in 1955.

26. Bridge Street near Shasta Street - Yuba City Cemetery is located on 3-1/2 acres of land. Burials were made here as early as 1850.
27. 426 Bridge Street - Site of the Sierra Lumber Company built in the late 1800's. Part of the original "tower" is still standing at the southeast corner of Bridge and Shasta Streets.
28. 819 Shasta Street - A. C. McLaughlin Law Office relocated in 1953 from its original location across from the courthouse. It was a law office for A. C. McLaughlin and Justice of the Peace office for Judge Hugh D. Moncur and courtroom for the Justice and Municipal Courts.
29. 441 Colusa Avenue - Built in 1939, it was the City Hall of Yuba City until 1981. The fire house was at one time also located in this building.
30. 853 Plumas Street - Yuba City Women's Clubhouse.
31. 970 Plumas Street - Fremont Hospital and Medical Center.
32. Plumas Street - Across from Fremont Hospital is the former Alta Park which was purchased from the City of Yuba City by Fremont Hospital in 1971.
33. 370 Del Norte Avenue - Sutter-Yuba Health Department built in 1960. Sold to Fremont Medical Center in 1988.
34. 1965 Live Oak Boulevard - Former Sutter County General Hospital built in 1968. Now used by Sutter County for various health services.
35. 2222 Live Oak Boulevard - Yuba City Water Treatment Plant built in 1969.
36. Pease Road - Old Sacramento Northern Railroad Depot relocated on the Wilbur Ranch from its original location at the northwest corner of Bridge and Plumas Streets.
37. Northwest corner Pease and Tierra Buena Roads - View toward the Sutter Buttes, the smallest isolated range of mountains in the world. The local Maidu Indians called them "Spirit Mountains". Of volcanic origin, the Buttes rise to a height of 2,117 feet.
38. Tierra Buena Road - A small portion of the Sacramento Northern Railroad that once ran through Sutter County and connected the cities of Sutter County with points beyond in a commuter rail line. Pease Station for this railway was located at the intersection of Pease and Tierra Buena Roads.

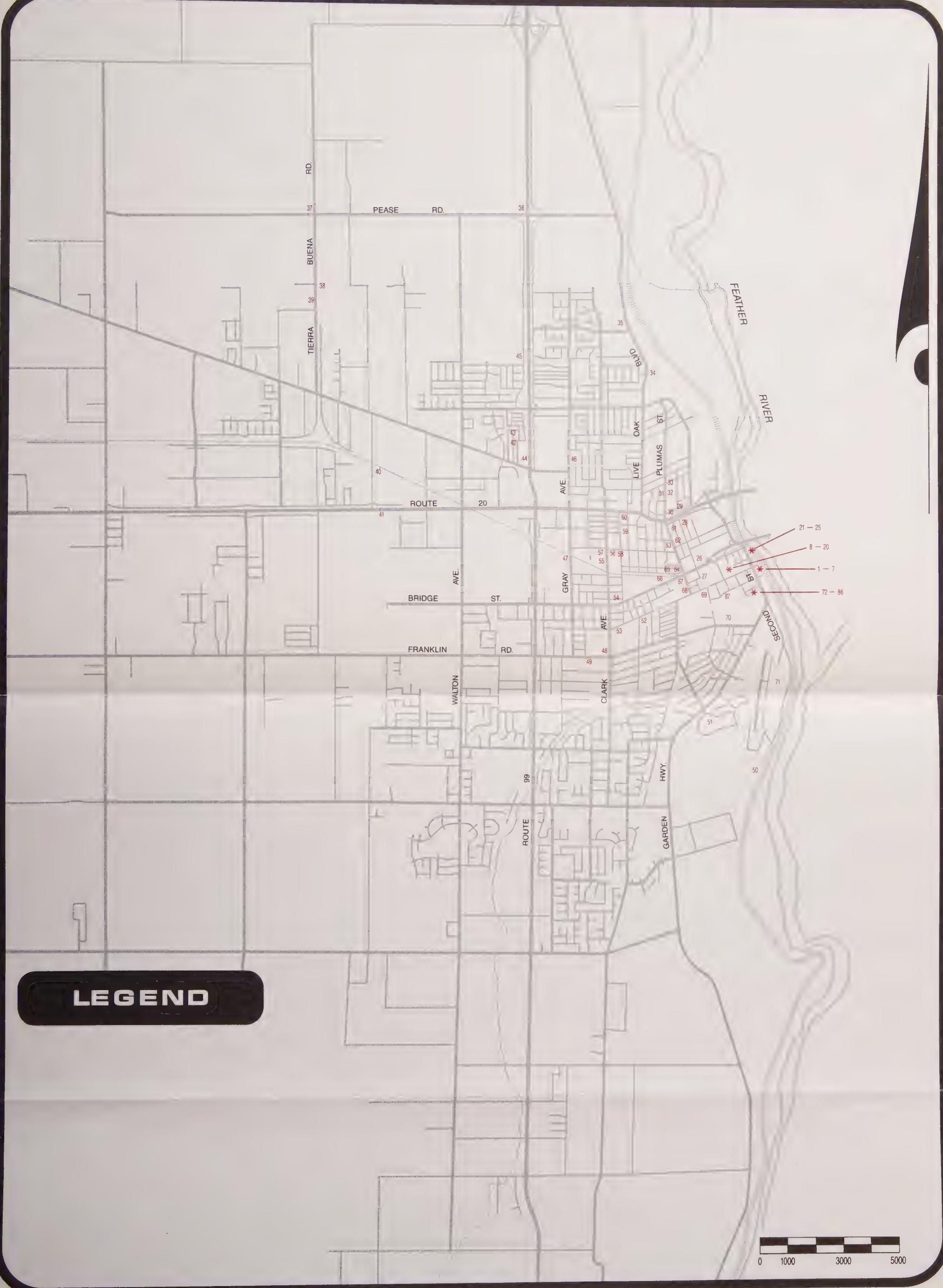
39. 2468 Tierra Buena Road - Sikh Temple built in 1970. The temple has two main halls, one for worship, the other for dining. The Sikh faith was founded by Guru Nanak.
40. Harter Road - Harter House built in 1872. Harter Cannery was an important early dryer and canning facility.
41. 2078 Colusa Highway - Jake Onstott House built in 1887 by the pioneer grain rancher.
42. 1510 Honor Oak Lane - Stabler House built in 1892.
43. 1515 Honor Oak Lane - The Honor Oak tree stands in front of this house (named for Howard and Norma Harter).
44. Butte House Road and Steven Way - Howard Harter Park and the Community Memorial Museum. Park land was deeded by Howard and Norma Harter to the County of Sutter as a living memorial to the pioneer families and veterans of Sutter County. In 1975, the Community Memorial Museum of Sutter County was built on the park grounds. The Civic Center site is located across Butte House Road, west of Highway 99; the Yuba City City Hall, the Veterans Memorial Community Building and the Sutter County Law Enforcement Center are located on this site. The Church of Jesus Christ of Latter Day Saints-Mormon Stake Center at 1470 Butte House Road, built in 1980, is west of the Civic Center.
45. West Onstott Frontage Road - Site of the J. P. Onstott House and Ranch. A pioneer farmer, Onstott planted 800 acres of Thompson seedless grapes in Sutter County. Named after William Thompson who first introduced this grapevine into this area on his ranch at South Butte (Sutter) in 1872. The grapes were named "Thompson Seedless" when the fruit was displayed at the 1875 Marysville Agricultural Fair. In 1893, they were shown at the World Columbian Exposition in Chicago where they were awarded a gold medal. Onstott originated the commercial raisin industry in California by shipping the first raisins from his large vineyard to Eastern markets.
46. Gray Avenue - Kingwood Park was named in a contest by a grammar school child for King Avenue and Woodworth Avenue, two nearby streets.
47. Gray Avenue - Sam Brannan Park and the Yuba City Municipal Swimming Pool and tennis courts. This park was named after one of the early developers of Yuba City. Brannan built the beautiful "White House" near Nicolaus.
48. 1300 Franklin Road (SW corner of Franklin Road and Hwy. 99) - James Littlejohn House built in 1899. (This has been incorrectly located on the map)

49. 976 Franklin - Gray Home built about 1880 by James Gray.
50. Feather River Levee at about Lincoln Road - location of the levee break at Shanghai Bend in the Yuba City flood of 1955.
51. 488 Garden Highway - Richland Housing Center under the operation of the Sutter County Housing Authority.
52. 774 B Street - E. G. Van Arsdale House built about 1880. Van Arsdale was an early Second Street merchant.
53. 850 B Street - Yuba City High School.
54. Cooper Avenue and Bridge Street - Morley Park named after an early miner from Utah.
55. 816 Clark Avenue - Yuba City Police Department.
56. Clark & Forbes - Sutter County Library built in 1971.
57. 824 Clark Avenue - Yuba City Fire Department.
58. 820 Cooper Avenue - Rankin House built in the late 1890's.
59. 919 Cooper Avenue - Arden Gray House built about 1895 and since remodeled.
60. Cooper Avenue near Colusa - Site of the Wilkey House built in 1908. Known also as "The Greystone House". Destroyed by fire in 1986.
61. 761 Plumas Street - Yuba City Post Office.
62. 731 Plumas Street - Kiley Ranch House built in the 1880's.
63. 710 Plumas Street - Old Smith Theatre building from the 1930's.
64. 610 Plumas Street - Water Tower of Yuba City built in 1908-09 to replace the Water tower destroyed in the 1907 fire. It was the former location of the City fire station. The City Hall was once located to the south of this tower in a tin building. Now this site is a small park area.
65. 533 Reeves Avenue - Cooper Ranch House built in the 1880's.
66. Northwest corner of Plumas and Bridge Streets - Site of the Sacramento Northern Railroad Depot built in 1910.
67. 500 Plumas Street - Bridge Street Elementary School; the present building was constructed in 1976 on the site of two earlier school buildings.

68. 500 block of Plumas Street - Site of home of Judge Coats.
69. Southwest corner B Street and Wilbur Avenue - Sutter Canning and Packing Company was organized here in May of 1883, on 5-1/2 acres alongside the "old railroad tracks". The first building was erected in 1884; the cannery continued operations until the early 1900's. Raisins, plums, apricots, peaches, pears, and tomatoes were processed. Part of the building still exists and is in use by the present owners of the site, a transportation firm. It is a solid brick building with a sheet iron roof.
70. 442 Franklin Avenue - Yuba-Sutter Fairgrounds.
71. South on Second Street, between Second St. & Garden Hwy. - Sutter County Airport.
72. 329 Second Street - O'Banion House built in 1880.
73. 360 Second Street - Eugene Boyd House built in 1890, by M. E. Sanborn. Mr. Boyd served as Sutter County Recorder from 1931 to 1963.
74. 370 Second Street - Probably built by Judge J. H. Craddock on land purchased from J. M. Fronk in 1872. It was later owned by Charles Weeman, Julia M. Coleman, C. G. Kline and D. A. Winship.
75. 379 Second Street - McGruder House built in 1887. Mr. McGruder was the United States Mining Inspector for hydraulic mining. It later was the home of C. F. Child.
76. 407 Second Street - Cutts House built about 1885, and later owned by Edward von Geldern.
77. 413 second Street - Rose Carpenter House built about 1880, and later owned by George Boyd.
78. 423 Second Street - Thomas D. Boyd House built in 1869. It was known as the Clark House in the 1870's.
79. 422 Second Street - McCampbell House built about 1880.
80. Southeast corner of Second and C Streets - The building dates back to 1874, when it was erected by the South Methodist Church. When the two Methodist congregations in Yuba City joined, the church became the First Methodist Church of Yuba City. The building was purchased by the county in 1949, and has been used as a Veteran's center and and as a Senior Citizen's Center.

81. 212 C Street - Old Harkey House built about 1870. Harkey was an early sheriff of Sutter County. The house later became the residence of Sid Smith. It is currently being used as a "bed and breakfast" facility.
82. 218 C Street - Lawrence Shillig House built in 1900. It later became the home of Dr. S. R. Chandler. Dr. Chandler and B. F. Walton were active in organizing the Sutter Canning and Packing Company.
83. 224 C Street - The Stabler-Swinson House built in 1862. The R. C. Kells lived there from 1887 to 1899. Bennett Shillig lived there in 1902.
84. 241 C Street - Butler House was built in 1873. It was owned later by Judge Coats and by Lewis Duncan, a former Yuba City Police Chief and City Clerk.
85. 240 C Street - the Green House was built in 1895.
86. 253-259 C Street - Site of the first Yuba City Grammar School built in 1856, and used until it burned about 1900. The school was a large two-story wooden building with a bell tower.
87. C Street - Gauche Park was named after the former Mayor of Yuba City who served during the 1955 flood.





CITY OF  
**YUBA CITY**  
PLANNING  
DEPARTMENT

1989

**URBAN AREA GENERAL PLAN**  
**HISTORICAL, CULTURAL & SCENIC SITES**



## ENERGY

Gas and Electricity Use

Pacific Gas and Electric Company (PG&E) provides utility services for the Urban Area. In general, energy use in both residential and commercial sectors has increased steadily since 1970, but because of the many variables that affect the use of energy (e.g. weather, size of building, age of building, business operations, personal habits, etc.), it is difficult to pinpoint why changes in consumption occur beyond the increase in customers. Tables L-1 and L-2 show electricity and gas consumption for the residential and commercial sectors in Yuba City, respectively.

TABLE L-1

Electricity and Gas Consumption  
Yuba City Residential - 1972-1986

Year	Electricity (kilowatt hrs.)	No. of Customers	Gas (therms)	No. of Customers
1972	27,716,657	4,668	4,280,058	4,396
1973	34,670,500	5,245	4,574,220	4,813
1974	36,284,718	5,420	4,733,163	5,018
1975	37,412,344	5,591	5,365,543	5,187
1976	39,379,398	5,768	4,984,903	5,355
1977	41,031,617	6,220	4,663,356	5,687
1978	47,372,191	7,257	4,894,691	6,427
1979	51,591,270	7,704	5,462,344	6,767
1980	50,001,734	8,215	5,195,051	7,124
1981	54,969,769	8,511	4,728,067	7,339
1982	51,068,369	8,641	5,109,247	7,427
1983	54,524,337	8,741	4,928,752	7,539
1984	58,470,461	8,890	4,625,327	7,663
1985	56,316,146	9,063	4,969,350	7,868
1986	57,748,651	9,318	4,496,256	8,141
1987	62,077,402	9,657	4,677,434	8,492
1988	65,983,062	9,900	4,810,649	8,718

Source: Pacific Gas and Electric Co., 1986

TABLE L-2

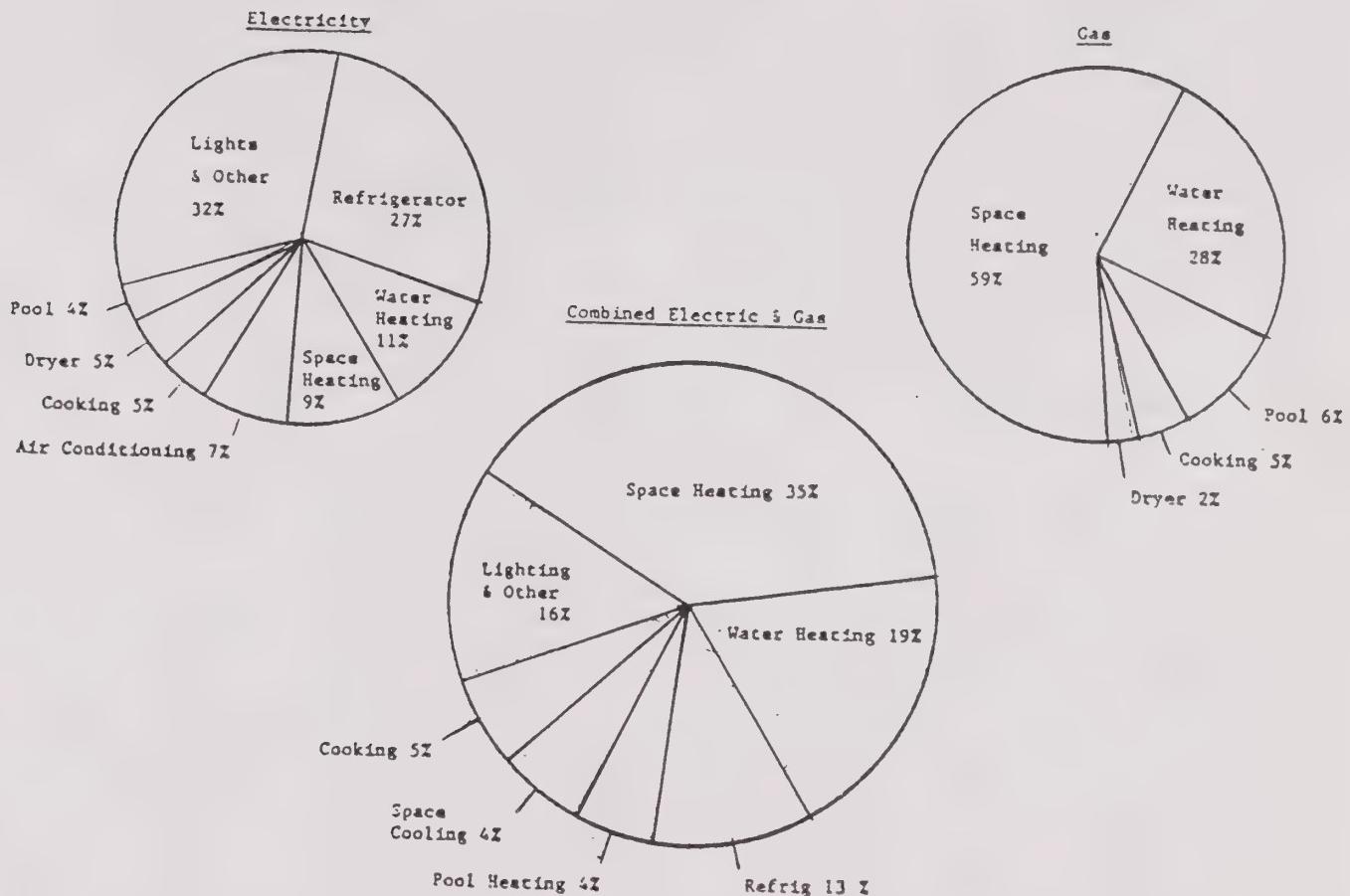
Electricity and Gas Consumption  
Yuba City Commercial - 1972-1986

Year	Electricity (kilowatt hrs.)	No. of Customers	Gas (therms)	No. of Customers
1972	47,645,355	840	8,850,347	549
1973	49,445,021	872	8,095,152	574
1974	48,224,562	919	8,512,826	590
1975	53,825,412	935	9,360,582	597
1976	70,561,863	964	9,588,893	630
1977	69,288,874	997	9,541,679	631
1978	75,473,438	1,120	10,030,897	732
1979	78,340,215	1,194	10,435,896	790
1980	77,079,133	1,217	10,185,800	810
1981	78,453,445	1,245	9,852,119	819
1982	74,450,036	1,257	4,368,816	831
1983	74,996,052	1,273	2,424,928	832
1984	78,923,221	1,294	3,037,224	835
1985	80,673,260	1,327	1,932,693	852
1986	82,894,442	1,429	1,695,507	889
1987	90,852,607	1,500	1,802,070	922
1988	96,810,727	1,583	1,826,798	948

Source: Pacific Gas and Electric Co., 1986

For a typical single-family home in California, Figure L-1 describes where energy is most commonly used. These percentages may vary in the Urban Area when compared with other parts of the state, but they do give an indication of the major features of energy consumption. Note that the use of natural gas diminished radically following rate increases and energy shortages in the early 1980's.

FIGURE L-1  
State Residential End Use Consumption



Source: California Energy Commission, Local Energy Planning Handbook, 1981.

One can readily see from Figure L-1 that space heating, water heating and lighting consume a significant percentage of gas and/or electricity in the home. These also happen to be the functions that can be affected most by conservation measures. The City Council of the City of Yuba City created an Energy Conservation Task Force that looked into ways in which the City could encourage more energy-efficient residential and commercial development. Task Force members also participated in the Yuba City Electricity Management Program known as "Don't Peak"; a program operated cooperatively with PG&E that educated local residents on basics of electricity conservation during the peak load hours (noon to 6 p.m.) during the summer months of three years (1982-1984). In return for reductions in electricity use during this period, the City received \$172,000 worth of incentives in the form of energy-saving goods and services from PG&E.

## Motor Vehicle Fuel Consumption

The California Energy Commission has developed estimates on per capita motor vehicle fuel usage. Using this information in conjunction with Urban Area population statistics, it is possible to determine the amount of diesel and gasoline consumed in the course of a year.

TABLE L-3

### Motor Vehicle Fuel consumption Urban Area (1981 Estimates)

<u>Vehicle Type</u>	<u>Gasoline (gallons)</u>	<u>Diesel (gallons)</u>
Autos	9,548,835	116,292
Private Trucks	1,806,536	n/a
Commercial Trucks	1,161,344	5,000,583
Busses	258,076	930,341

Source: California Energy Commission, Local Energy Planning Handbook, 1981.

Statewide gasoline use on a per driver basis has been steadily declining since 1980. Like natural gas and electricity use, it is difficult to pinpoint an exact cause for the decline because of the many variables involved. Much of the decrease can be attributed to more fuel-efficient cars and trucks; however, many people are changing their driving habits or using alternative methods of transportation including mass transit, bicycles and walking.

Local land use policies that encourage mixed-use development (such as the Combining Planned Development zoning district), home occupations and in-fill development can also reduce fuel consumption by reducing home-to-work and home-to-shopping trips. Yuba City currently uses these techniques to varying degrees. The City is also encouraging improvements to Colusa Avenue and Plumas Street that should make these areas more conducive to bicycle and foot traffic.

### III. ISSUES



## A. NATURAL RESOURCES

### Analysis

The natural resources of the Yuba City Urban Area are provided by the land forms, the water availability and the air quality and climate of the region.

#### 1. Agricultural Resources

The topography and soils of the area, combined with water and climate, create a nearly ideal agricultural environment. Settlement of the area was spurred by the opportunities of farming. The agricultural economy fostered the creation of the community and continues to be a basic contributor to local prosperity.

It is estimated by the County Agricultural Department that the average annual value of crops grown in the area amounts to \$1,200 per acre for orchards and \$300 per acre for row crops. Agricultural production has been found to generate additional economic gains by a factor of 2.35. Roughly two-thirds of the land in the area is best suited for orchard crops and the remainder is suited for row crops. The roughly 12,000 acres of land in the area bounded by Oswald, Pease and Township Roads and the Feather River which is not already devoted to urban use would therefore have an annual economic impact of \$25,380,000. Almost 4,500 acres of that land had been designated for conversion to urban use by the general plans adopted through 1988.

Agricultural development around the Urban Area adds to the ambience of the community. Farmed land can provide definition of the edges of the Urban Area. While agricultural production is much more difficult and costly immediately adjacent to urbanization, it remains more viable if a distinct line of demarcation is known.

#### 2. Water Resources

Yuba City provides its citizens with abundant, high quality water. The water is derived from the Feather River and treated in a modern plant. Water distribution systems are carefully planned to assure water supply for domestic, commercial and industrial use, as well as adequate pressures for fire suppression.

The City is actively negotiating to acquire surface water in sufficient quantities at reasonable rates. The current water treatment plant has capacity to serve many more people and commercial or industrial users. The plant is being continuously expanded to serve 40,000 people ultimately. Cost of expansion and maintenance of the plant is built into the water rate system.

Expansion and maintenance of the water distribution system is financed by development charges and the enterprise fund for the water system.

Yuba City uses its water meter requirement for new connections or upon change of ownership as the principal conservation program. Additionally, the City has adopted a water conservation policy as required by the State and is implementing that policy. The City's response during the drought of 1977 showed that the citizenry can be counted on to conserve water in emergencies.

The City does maintain a number of pumps to tap the underground water system. These pumps could be put into service in time of need.

Hillcrest Water Company, the principal provider of water in the unincorporated Urban Area, has made major improvements to its distribution system at major well sites. These improvements will provide better quality water by treating the ground water used in the system.

Private water systems are regulated by the Public Utilities Commission and the Sutter County Health Department. Each of those systems are concerned with the development in their service areas to assure adequate service to existing and future consumers.

### **3. Mineral and Hydrocarbon Resources**

Development of mineral resources in the Urban Area has been limited to some minor sand and gravel mining from the Feather River. The levee system adjacent to the Feather River and the quality of materials deposited over time in the vicinity do not provide an opportunity for commercial extraction of sand and gravel or other minerals in the area of this study.

Hydrocarbon resources have rarely been tapped in the study area. The gas producing fields of Sutter County exist to the west and south of the Urban Area.

### **4. Rare, Threatened or Endangered Species**

No rare plants or animals have been identified in the Urban Area.

Threatened or endangered plants or animals may be located within the Urban Area because the habitat in which they typically are found does or may exist within this area. Individual project sites must be reviewed to determine if typical habitat is present. If the typical habitat is found, then a biological field survey must assess the project effect upon a specific plant

or animal which may be within the project sphere of influence and determine if the plant or animal is present.

Sources: California Native Plant Society's Inventory of Vascular Plants, fourth edition, 1988 and the California Natural Diversity Base, 1988.

Plant: Hartwigs Pseudobahia, (sunflower family) Pseudobhia bahiifolia (Endangered, California list)

## 5. Forests

The study area includes no forested land.

## Plan

### 1. Goal: Preservation of Agricultural Land.

a. Policy: It is the policy of the City and County to:

1) Provide for compact urban development around the existing core of urbanized land to avoid unnecessary conversion of agricultural land.

2) Assure that future expansion of urbanized areas includes rational blocks of land.

b. Objective: The City and county shall encourage:

1) Infill development within the Urban Area boundaries prior to expansion of the urbanized areas.

2) Maintenance of adequate agricultural parcel sizes in territory outside of the designated urban development areas to promote continued agricultural use and to facilitate future conversion to urban use when necessary.

c. Implementation: The legislative bodies of the City and County shall utilize the provisions of the General Plan to discourage the encroachment of urban development into viable agricultural areas outside the city limits.

### 2. Goal: Conservation of resources.

a. Policy: It is the policy of the City and County to:

1) Maintain and increase water conservation practices.

2) Keep the expansion of the water treatment

plant and sewage treatment plant capacities ahead of volumes required by future population.

b. Objective: The City and County shall encourage:

1) All residential development to be served by a public water system and be metered to encourage conservation.

2) The use of drought tolerant landscaping in large residential and commercial parking lots for both aesthetic and conservation purposes.

c. Implementation: That necessary contracts be entered into to ensure that water of sufficient quantity and quality is available for the future urban area population.

As noted in the inventory, no known developable mineral resources have been identified within the study area. Regarding the endangerment of rare plants, fish or wildlife -- none have been verified to exist within the study area. Lying in the valley, there are no forests of any kind located within the study area. Therefore, no goals, policies, objectives or implementations have been developed for these topics.

3. Goal: Protection of threatened or endangered species.

a. It is the policy of the City and County to:

1) Ensure that if any project was contemplated which would adversely affect a threatened or endangered species that all necessary mitigation measures would be taken.

## B. AESTHETIC, CULTURAL AND RECREATIONAL RESOURCES

### Analysis

#### 1. Parks and Recreation

The inventory of existing facilities in and around the Yuba City Urban Area was reviewed and the location and usage of each existing facility has been identified on a map of the Urban Area (see III. REC. page 4).

Rational boundaries of areas that might be considered neighborhoods were determined by establishing division lines along major roads (e.g. Colusa Avenue, Route 99, Live Oak Blvd.), natural boundaries (e.g. sloughs) and existing development (e.g. railroads commercial or industrial zones). Commercial and industrial zones were marked to distinguish them from residential areas considered as primary park and recreational need generators. The results of the analysis are summarized in Table B-1.

The existing ratio of park acreage per 1,000 population, limiting this analysis to the incorporated limits of the City, appears to be 2.35 acres/1,000 people. A study of relative distances between populations, present and future, and the existing neighborhood parks found that most of the existing population is within 1/2 mile of existing or budgeted neighborhood parks. Locations of school grounds with recreational facilities were noted as supplemental to the neighborhood park system. The City Parks and Recreation Department provides summer programs for the unincorporated area at a number of school sites outside the City limits, as well as by including the entire urban population in its regular sports, cultural and educational programs throughout the year.

The following planning principles have been determined as appropriate for parks in the Urban Area:

a. Plans for public recreation and park system should include areas and facilities for all persons regardless of race, religion, age, or economic status.

b. Plans for public recreation and park facilities and areas should include present, as well as future, needs of the community and should be periodically reviewed, re-evaluated and adjusted to the changing needs.

c. Plans should reflect an analysis of private agencies and commercial enterprises which offer recreation services so that duplication can be minimized and cooperation furthered.

d. Full cooperation of the citizens in planning areas should be encouraged for a two-way flow of information regarding needs and trends in planning for parks and recreation.

e. Local parks should be part of a unified, well-balanced system which will serve each neighborhood well and yet be integrated into the overall General Plan (or master plan) for the locality.

f. Each park or recreation facility should be located centrally within the area it is planned to serve and sites integrated with school playfields when possible.

g. Each recreation and park facility or area should be planned by competent professional architects, landscape architects, and other specialists so that the highest degree of park design can be achieved.

h. Land for recreation areas should be reserved or acquired well in advance of residential development within a community.

i. Space standards for parks and recreation facilities should be met when purchasing land, even though limited finances may delay park development.

j. Recreation and park lands should be protected by law and held in perpetuity.

k. Recreational programs should make the fullest use of the natural resources in the area. The program should take advantage of and enhance the recreation opportunities and services by other public and private agencies.

It is generally suggested that there should be 10 acres of Park, Recreation, Open Space and Reserve Land per population of 1,000. This total acreage standard would include all small and large parks (including parts of school sites developed as parks), cultural centers for children and adults, natural areas, trails, lake or water courses, family and group picnic areas, day and weekend camps, golf courses, stadiums, zoos, tennis courts, sports and civic centers, plazas and squares, greenbelts, etc. It would include provisions for indoor and outdoor recreation of all kinds, both active and passive.

Because of changing recreation habits of the public, it is difficult to prescribe a definite number of particular recreation facilities for a projected population. A minimum ratio of acreage for recreation can be suggested, but uses of these park lands will vary with the housing and population characteristics of any area. In addition, this basic ratio standard may be reduced due to factors such as: other public recreational facilities and opportunities available to Urban Area residents, commercial and private recreation development, and availability of appropriate site or land due to existing development, topography or economics.

TABLE B-1

## NEIGHBORHOOD DISTRIBUTION OF PARKS

AREA	BOUNDARIES	ACREAGE	EXISTING FACILITIES	EXISTING 1980 POPULATION	PROJECTED 2000 CAPACITY POPULATION
	North Yuba City Rt. 99 - Live Oak Queens - N. line	385+/- ac.	April Lane School	2980	5296
	Hwy. 99 - Live Oak Queens - Colusa	330+/- ac.	Kingwood Park Nason Park Maple Park Orchard Manor Park Clark-Ainsley Park	2561	3806
C.	Rt. 99 - W. line Butte House - N. line	264+/- ac.	Greenwood Park	3085	3250
E.	Live Oak - Market Queens - Colusa	174+/- ac.	Alta Rec. Center	1404	1969
	Gray - Kiley Colusa - UPRR	184+/- ac.	Plumas St. Plaza	1882	2056
	Harding - Rt. 99 M Zone - Franklin	240+/- ac.		841	2400
	UPRR - Lincoln Rt. 99 - SPRR	572+/- ac.	Sam Brannan Park Lloyd Park Moore Park Bridge St. School High School Field St. Isidore's Park Avenue School Gray Inter. School	4939	5888
	Franklin - Lincoln Harding - Route 99	678+/- ac.	Holly Tree Park Junior High Site	1908	5247
I.	Gilsizer - Lincoln Rt. 99 - SPRR	280+/- ac.		2317	2860
J.	Franklin - S. line SPRR - Garden + Sutter Co. Housing Authority		Southside Park	3288	3417
K.	Lincoln - Bogue Rt. 99 - SPRR	370+/- ac.	Lincrest School	2845	4347
	Lincoln - Bogue Sanborn - Phillips	667+/- ac.	Lincoln School	1411	6211







The following standards are suggested for a variety of park facilities:

Mini park or vest-pocket park:

The smallest, rarely over an acre in size, type of urban park is usually located within walking distance of the majority of homes it serves. Often small lots, leftover areas, or sections of easements are used because size will not accommodate a varied and complete scope of facilities. Although its facilities are normally contained within a neighborhood or community park's facilities, it may exist as a separate site and can accommodate a simple or single use type of development such as a children's play area or a passive area.

Mini parks are recommended for use only where absolutely necessary, as their recreational facilities can be more effectively and economically included in neighborhood or community parks.

Neighborhood park:

A neighborhood park should be designed to serve primarily children 5 to 14 years of age and will be a focal point for their non-home-centered leisure time activities. In addition, but on a more limited basis, the neighborhood park will also serve teenage, adult, senior citizen and organized groups whose activities are confined to neighborhood residents.

Neighborhood parks should be approximately 6 to 9 acres in size. Three to five acres may be developed adjoining elementary school grounds. There should be 2 to 2.5 acres per 1,000 population devoted to neighborhood park facilities.

Neighborhood parks should be located adjacent to elementary school sites where possible. Each one should be near the center of the neighborhood and within a half mile walking distance of the population it is to serve. Each neighborhood park should ultimately serve 600 to 1,000 families (2,000 to 3,000 persons). Children should not have to cross a major traffic artery to get to a park.

Suggested major facilities include the following:

(not listed in order of priority)

Young children's play equipment area

Older children's play equipment area

Paved area for court games

Turfed multi-use sports field area

Individual family and small group picnic area

Free play open area

Passive or quiet area

Circulation and/or walkway system

Perimeter buffer and transitional areas

Off-street parking (only when necessary)

Pending the needs of the area and available funding, any or all of the above facilities may be developed, including facilities not listed but compatible with the site.

Community parks:

A community park should chiefly serve the teenager, adult and senior citizen and should provide outdoor and indoor facilities either too large or too specialized to be supported at the neighborhood level. A community park may serve a dual purpose in that it can provide for the recreation needs within its own immediate neighborhood.

Community parks should be approximately 15 to 25 acres in size. Five to 10 acres may be developed on adjoining secondary school grounds. There should be 1 to 2 acres of land per 1,000 population devoted to community parks.

Community parks, where possible, should be located adjacent to junior or senior high school sites and near a traffic artery or feeder street. It is proposed to keep traffic generated by community parks out of the center of neighborhoods. A community park should be accessible by public transportation if possible and should serve 10,000 to 20,000 persons located within a distance of approximately 1 to 2 miles.

Suggested major facilities include the following:

(not listed in order of priority)

Young children's play equipment area

Older children's play equipment area

Paved area for court games (may be night lighted)

Concrete slab for skating or dancing

Individual family and large group picnic area

Free play open area

Turfed sports and/or athletic field areas

(may be night lights)

Community Center building

Swimming pool

Passive and quiet area

Tennis courts (may be night lighted)

Circulation and/or walkway system

Perimeter buffer and transitional areas

Off-street parking

Pending the needs of the area and available funding, any or all of the above facilities may be developed, including facilities not listed but compatible with the site.

City-wide parks:

A park that serves all the communities within a municipality or urban area and provides major recreation facilities not usually duplicated in other parks, such as a sports center, golf

course, zoo, cultural centers, etc. It may include neighborhood and/or community park facilities for its immediate surrounding area. Because of cost, size, use and other limiting factors, city-wide recreational facilities cannot ordinarily be provided for a smaller population than that of the City as a whole. These facilities should be designed to meet the most diverse recreational interests, enhancing the physical well-being, cultural development and morale of the whole city.

Regional parks:

A large park or reservation, usually with unique scenic character, serving one or more cities or an entire metropolitan region and supplementing recreation facilities available in urban areas.

General Criteria Modifier:

It should be noted that the standards set forth above are optimum. Consideration of funding, land availability, proximity to related facilities, location relative to area served, and other factors will certainly modify those optimum goals.

Comparison of the existing facilities, projected populations and the park and recreation principles and standards leads to several basic conclusions on the future park needs of the community. Those conclusions may be summarized on a neighborhood basis as follows:

Neighborhood Parks  
Area Facilities and Needs

<u>Area</u>	<u>Need</u>
A.	A neighborhood park is provided in cooperation with April Lane Elementary School. A neighborhood park will be needed in the remainder of Area A.
B.	Continued study of the existing facilities should be made to identify improvements needed. Existing land area of neighborhood and mini parks should be adequate for future populations.
C.	Existing land area in Greenwood Park should adequately serve the needs of this area.
D.	A small (less than 6 acre) neighborhood park in this area would serve the existing and future population and avoid the necessity for crossing Live Oak Boulevard to either Nason or Maple Parks.

AreaNeed

- E. This area could support a neighborhood park, but is almost entirely developed.
- F. A neighborhood park of about 6 acres in size should be provided in this area, ideally in the vicinity and west of the intersections of Walton Avenue and Bridge Street. This neighborhood park could be assimilated with the community park projected for Area H if that park was located in proximity to Franklin Road.
- G. The northern portion of this area is well served by neighborhood parks. Joint use of school grounds at Bridge Street Elementary School and St. Isidore's School, in the manner of Nason-King Avenue Elementary School, could serve present and future populations. Park Avenue Elementary School has recently been added to the list of joint use sites.
- H. Development of Holly Tree Park as a neighborhood park would meet the standards. Additional neighborhood park facilities could be incorporated in a community park located west of Walton. Part of the neighborhood park demand could be accommodated if a joint use agreement with Lincoln Elementary School could be provided.
- I. The neighborhood park located between Railroad Avenue and Bunce Road should serve the needs of this neighborhood.
- J. This area is completely developed. Expansion potential of Southside Park is limited, but should be considered as funds and land are available.
- K. A neighborhood park of 6 to 9 acres in size should be provided in this area. Joint use of Lincrest Elementary School grounds, in the manner of Nason Park, would alleviate the land availability problem. Such joint use could reduce the size of the necessary park to approximately 3 to 4 acres. Location of a park in this area is complicated by the street system.
- L. A neighborhood park of 6 to 9 acres in size should be provided in this area. Joint use of Lincoln Elementary School grounds, in the manner of Nason Park, would reduce the need for park size in this area and in Area H. Location of the necessary park should be on the west side of Walton Avenue.
- M. A neighborhood park of 6 to 9 acres in size should be developed in Tierra Buena. Joint use of the Tierra Buena Elementary School grounds, in the manner of Nason

Park should be implemented. Additional park space located centrally to Tierra Buena should be provided.

### Community Parks

Joint use of the junior high school site on Walton Avenue should be developed with the School District. Joint use of Gray Avenue Intermediate School grounds and Sam Brannan Park is provided. Development of Blackburn-Talley Park adjacent to the waste water treatment has taken place. Joint use of the High School site should be explored. Another community park in the north area should be considered.

## 2. Scenic Highways and Corridors

The scenic routes identified in the 1972 Conservation and Open Space Element of the General Plan need review. Following is a listing and rationale for identification of streets and highways that may be considered as scenic.

### a. Second Street, between Bridge Street and Garden Highway

This section of Second Street contains major concentration of older homes in the Urban Area. These well kept homes present a living history of early Yuba City. Property owners in the area have been vigorous in protecting the integrity of this historic neighborhood. The area also contains the old Hall of Records and a fairly old courthouse.

### b. B Street, between Boyd Street and Second Street

A number of fine older homes exist on both sides of B Street. New development that has occurred has not detracted from the old homes. This area is adjunct of the Second Street corridor.

### c. C Street, between McRae Way and Second Street

Older homes along C Street reflect the early days of Yuba City. The well kept homes are an adjunct of the Second Street neighborhood above.

### d. Civic Center Boulevard between Colusa Avenue and Butte House Road

This street has been developed with landscaping and landscaping is required for adjacent development within and outside the Civic Center property.

### e. Colusa Avenue, through the Urban Area

This major highway has long been identified as needing significant improvement to provide scenic viability to the community. The City Council has adopted a landscape plan for the Colusa Avenue Corridor which potentially will improve this main street of the Urban Area.

f. Plumas Street, between Bridge Street and Colusa Avenue

The old downtown of Yuba City, adjacent to this section of Plumas Street, has been renovated as part of a "boot-strap" improvement project. The City has contributed to landscaping this section in support of the local merchants.

g. Route 99, through the Urban Area.

This major inter- and intra- community route has significance to the image of the Urban Area. The City worked with Caltrans to provide landscaping along the route between Franklin Avenue and Colusa Avenue.

### 3. Scenic Areas

Scenic areas of importance to the study area include the Feather River bottoms, the farmlands surrounding the Urban Area, and the Sutter Buttes. Local enclaves of tree lined streets or old groves of trees on individual lots also provide scenic relief from the otherwise flat landscape. Scenic values were high among the needs reported in the City Image Survey conducted in conjunction with the development of this plan.

The City has long had a vigorous parks program which inserts green space into neighborhoods. Its new program of encouragement of landscaping in parking lots and along streets shows promise in bringing amenity to the City.

### 4. Wild and Scenic Rivers

The Feather River provides scenic beauty at the east edge of the Urban Area. That beauty can best be observed from the vantage point of the river or from Riverfront Park on the opposing shore. The bank of the river on the Urban Area side has thick riparian vegetation. Very little organized use of the river front occurs on the west bank.

### 5. Historic and Cultural Sites and Facilities

The listing of religious and/or philosophical facilities in the Inventory demonstrates the breadth of cultural diversity in the metropolitan area. Cultural mix in the area is perhaps more apparent here than in many other urban places. The Buddhist and Sikh groups are especially active in the metropolitan area by sponsoring parades and community interaction.

Social characteristics in the area are described in the inventory. It should be noted that the data was based upon a sampling of the population taken in the 1980 Census. The data does provide a reasonable approximation of the characteristics described. The data demonstrates that about 10% of the population speak a language other than English at home and that a significant portion of that population does not speak English well. Residents over the age of 25 years generally have graduated from high school and almost 40% of the population had college training.

Cultural facilities and organizations serving the area are shown in the Inventory. Such facilities and organizations are developing to expand the cultural opportunities of the area. These agencies and the City's Parks and Recreation Department now provide a broad range of self-improvement and cultural awareness programs.

Community perceptions of cultural opportunities indicate both lack of public awareness of ongoing programs and an insufficiency of facilities and programs. A survey by the Sutter County Arts Council at a public hearing on such activities in January, 1984, found substantial numbers of people dissatisfied with the availability of creative activities, i.e. music, dance, theater and the arts and crafts.

The region, including the Urban Area within the Sacramento Valley, is part of what was extensive wetlands, and broad, shallow lakes. The area would have been occupied on a year-round basis by various Indian tribal groups for approximately ten thousand years. The siltation of the region has caused numerous prehistoric archaeological sites to be buried under what is now the existing grade.

A record search of the sacred lands file of the Native American Heritage Commission failed to indicate the presence of special Native American cultural resources in the immediate project area. The sacred lands file is comprised of culturally sensitive information which has been supplied to the Commission by individuals, Indian tribal groups or organizations, traditionalists and elders. The sacred lands file is comprised of cultural resource information which is confidential and is not a part of any other archaeological or ethnological collection, information center, or repository. The absence of specific site information in the sacred lands file does not indicate the absence of cultural resources in any project area.

The concern of the City then is where the prehistoric sites may underlie areas which have been previously developed and thought to be free of cultural resources. Sites have been covered by natural causes, flooding would be one example, over a period of centuries. The alluvial buildup has provided a buffer zone between the present surface and the prehistoric site.

Structures have been placed on some sites and the soil covering others has been cultivated over many years. When an older structure is replaced with a modern building, or an old underground water or sewer line is upgraded to meet present needs is when the problem of impacting such a location takes place. When a foundation is dug to comply with the building codes and requirements of today, or utility lines are buried to meet health and safety standards, previously undisturbed soil becomes impacted. Archaeological sites have been found at depths exceeding eight feet in some areas, such sites often have no indications on the surface of the underlying cultural resources.

The California Environmental Quality Act, Appendix K, deals with the discovery of archaeological sites and the procedures to follow. It also contains the instructions to follow when human remains are found during any phase of development.

## 6. Recreational Trails

The only recreational trail that has been documented in the Urban Area is a proposed bicycle trail along the Feather River levee. At various times this trail has been paved or blocked off to protect the levee and adjacent land from vandalism.

## 7. Public Access

Sutter County has acquired roughly seven miles of river front running south from the end of Second Street. Much of the area is accessible by automobile. A hiking trail is provided to allow access over the levee at Shanghai Bend Park. There are no fees charged, little maintenance and limited facilities available for public use in the area provided.

## Plan

### 1. Goal: Provision of Parks and Recreation Opportunities

#### a. Policy: It is the policy of the City to:

- 1) Provide for park and recreation facilities for all residents of the City.
- 2) Provide for recreation programs to meet the needs of the citizenry.
- 3) Provide open space conducive to the amenity of the community.

- b. Objectives: The City shall endeavor to:
  - 1) Acquire property appropriate to serve the community's needs for parks, recreation facilities and open space as a high priority.
  - 2) Provide adequate levels of maintenance for existing and future facilities.
  - 3) Provide adequate staffing to assure operation of parks and recreation facilities and programs.

- c. Implementation:

- 1) The City shall utilize all available and appropriate funding sources to accommodate the objectives.
  - 2) Continued and expanded joint use of school sites for park and recreation activities shall be implemented where the general public gains from such joint use.
  - 3) An additional community park shall be developed in the northern area of Yuba City and elsewhere as identified in the needs section.
  - 4) Recreation programs shall be extended to provide for all age groups insofar as feasible.

- 2. Goal: Improvement of Scenic Highways and Corridors

- a. Policy: It is the policy of the City to:
  - 1) Protect the existing scenic qualities in the City.
  - 2) Enhance the scenic qualities in the City.
- b. Objectives:
  - 1) The City shall adopt special zoning to protect scenic qualities.
  - 2) The City shall enforce and refine its landscape and streetscape standards to improve the amenity of its arterials.

- 3. Goal: Protection of Scenic Areas

- a. Policy: It is the policy of the City to protect existing scenic areas.

- b. Objective: Avoid disruption or conversion of existing scenic areas including, wherever feasible, preservation of existing established stands of trees.
  - c. Implementation:
    - 1) Identify and classify existing scenic areas and specific features within the area.
    - 2) Develop preservation programs to protect and enhance identified scenic areas and features.
4. Goal: Preservation of the Feather River's Scenic Attributes
- a. Policy: It is the policy of the City to preserve the scenic qualities of the Feather River for the enjoyment of all citizens.
  - b. Objective: Avoid incompatible development within or adjacent to the Feather River levees.
  - c. Implementation: Scrutiny of any development proposal affecting river views shall be required to avoid impactation of scenic qualities.
5. Goal: Encouragement of Cultural Diversity and Historic Preservation
- a. Policy: It is the policy of the City to encourage the preservation of the archaeological remains, customs and arts of all resident cultures historically, presently and in the future.
  - b. Objective:
    - 1) The City will promote cultural exchanges to heighten public awareness and appreciation in the community.
    - 2) The City will encourage preservation of historic buildings and sites.
  - c. Implementation: The City shall:
    - 1) Encourage demonstrations of cultural activities and arts in the community by participating, proclaiming and otherwise assisting in such productions.
    - 2) Identify more specifically historical buildings and sites and provide for their preservation insofar as feasible.

- 3) Promote through various information resources the varied cultural and historic programs and opportunities available in the area.
- 4) Require compliance by public and private agencies with laws relating to disturbing archaeological remains by adoption and enforcement of local regulations paralleling State law.

6. Goal: Creation of Recreational Trails

- a. Policy: The City shall encourage development of recreational trails along the Feather River.
- b. Objective: Development of a recreational footpath along the west levee of the Feather River.
- c. Implementation: The City will encourage responsible levee maintenance authorities to provide a recreational trail along the Feather River.

7. Goal: Maintain Public Access to the Feather River

- a. Policy: The City will urge Sutter County to improve and maintain the existing public access along the Feather River.
- b. Objective: Advise Sutter County on potential improvements to and preservation of the Feather River Regional Park.
- c. Implementation: The area is a County facility.



## C. COMMUNITY DEVELOPMENT

### Analysis

#### 1. General

The object of this plan is to make the Urban Area an effective and, within limits, self-contained organism. To do so the totality of existing and projected development must be considered. The analysis presented in this section relies upon the document as a whole, including the inventory and the analysis of the other issue sections.

The primary concerns that must be addressed in planning for the community are:

- a. The promotion of accessibility--accessibility of homes to work, shopping, schools and entertainment and of industry to the labor market, raw materials, power and so on;
- b. The economical use of resources to accomplish the most improvement with limited expenditures;
- c. The separation of incompatible usage and the stimulation of association of compatible and mutually beneficial uses; and
- d. The promotion of aesthetic development.

Given existing development, regional relationships and projected demands and limitations, the planning process is certainly complex. Guidance of urban development toward the projected future must be carefully expressed and purposefully implemented.

#### 2. City Image

The general Plan for a community is developed from the expectations of the populace for the future. It aims to preserve, enhance and create a rational, if not an amenable, environment twenty years or so from now. Its basis are the perceptions of existing resources or constraints and anticipated progress and demands. Goals, policies, objectives and implementation of the plan are written to guide development of the community to reach the desired future without serious disruption of its basic values. So it is the perceptions of the present and the future that must be addressed in the Plan.

People perceive their surroundings in many ways. The perception of the urban area is made up of collective impressions gained by people while moving through the area, reading local

newspapers, talking to others and so on--all as modified by individual values and attitudes. It is the perception of the majority that we seek to serve in the General Plan process.

A multitude of individual private and public actions create the community's physical image. Such an image is impressed upon people as they move through the area; the landmarks used, the boundaries observed, the distinctions between districts or neighborhoods, the primary destination points and the routes used to get from one place to another cumulatively develop the total image. Perceptions trigger psychological positive and negative responses that directly affect the economic, social and physical well being of the community. This General Plan will attempt to guide incremental development actions to create a more positive image of the Urban Area.

How is the area perceived? Time Magazine in June, 1976, described the community as "right out of American Graffiti, an unattractive town of gas stations, seedy bars and hamburger joints...". Fortunately, the majority of Yuba City residents responding to a questionnaire sent out as part of this planning process do not agree. According to the respondents, Yuba City is a small, growing, rural community. People are very concerned about traffic congestion. They find the residents friendly. They notice the lack of planning. On the whole, the sample showed that residents really like living in Yuba City. They do complain about the number of fast food restaurants. Many admire the community as well kept and peaceful. Some others find it plain, boring, unattractive or ugly. People find it a good place to live. They like its convenience to facilities outside the area. They are concerned that the City sprawls out across the farmland and has no centralized shopping.

Plumas Street is clearly identified by respondents to the survey as "downtown." Some of the citizens designated the Colusa Avenue strip as downtown. Still others said that there is no downtown Yuba City. Plumas Street also led the list of landmarks identified in the responses to the questionnaire by the frequency of appearance. Following Plumas Street were Colusa Avenue, Sears/Yuba Plaza, Raley's Center, Yuba City High School, the County Courthouse/Hall of Records, GEMCO, Civic Center, Bridge Street, Second Street and Hillcrest Plaza.

The General Plan Survey asked people to draw sketch maps of the community. Most of the respondents to the survey did not, some commenting that they could not draw or they would rather escort people around town. Those who did draw maps focused on the major streets between Queens Avenue, Franklin Road, Route 99 and the Feather River Bridges. Some identified landmarks as listed above.

Comments offered in the responses alluded to traffic problems, this being a good town, a need for better appearing

business areas, too many fast food stores, a need for a major shopping facility and a need for another bridge in order of frequency.

On the whole, the General Plan Survey respondents felt good about the community. They found few striking landmarks. Very few related to the Feather River or the Sutter Buttes. They had little collective idea of community boundaries but rather reflected the sprawling layout of the Urban Area (a number of people indicated awareness of the county islands and the irregular city limit). The major east-west routes noted were Colusa Avenue, Bridge Street, Franklin Road, Butte House Road and Queens Avenue. The major north-south routes are Route 99, Gray Avenue, Clark Avenue, Plumas Street, Second Street/Garden Highway and Live Oak Boulevard.

The City has instituted a number of studies related to improvement of the City's image. The following summaries describe the study recommendations and resultant accomplishments to date:

The Butte House/Gray Commercial Area (1980) study was developed by City Staff following a concept report entitled, An Urban Center for Yuba City, as an attempt to preserve an opportunity to create a focal point for the City. The background report and suggested guidelines for development are available from the Planning Department.

Resulting from this study was a plan for unification of commercial development on both sides of Butte House Road through traffic facilitation and landscape guidelines applied to the properties; tying the whole with the Civic Center.

The Plumas Street Design Study (1980) was conceived to stimulate commercial activity in the area of Plumas Street between Colusa Avenue and B Street. Recommendations generated by that study included "unification and refinement of the townscape" in stages. Specific facade improvements were suggested for each building on the street as the first stage. Later stages were to include a city park, off-street parking and land use and landscaping changes.

A city park now exists in the area. Several of the properties have followed the suggestions of the architects in improving building faces and that work continues. Special zoning was applied to the area at the request of the merchants to encourage future compatible development. A landscape and parking plan was prepared and being implemented.

The Colusa Avenue Corridor Study (1981) was commissioned to provide a documented vision of that highway. The complexity of Colusa Avenue was discussed in terms of positive features. The most critical needs identified were for better organization of

building forms and spaces, and for more consistency in building decorative treatment, signs and landscaping. A major problem was found by the consultants in the traffic flow issues of the corridor. Recommendations in this study dealt with landscaping, sign control, site development criteria, reorganization of parking lots, and changes in highway design.

An underground utility district has been formed in the corridor to reduce the congestion of utility poles. Undergrounding of utilities is to be completed in 1989. The City Council has approved landscape guidelines for the street which are being implemented as new development occurs. Landscaping of a portion of the median strip has begun under the direction of the City. Parking lot and driveway amendments are being suggested to property owners proposing changes in their property. A special zoning was applied to the lots fronting Colusa Avenue in 1988 to increase the amenity of future developments. An enclosed mall with three major department stores, a major drug/variety store and seventy shops should be completed by 1990.

### 3. Regional Relationships

The Yuba City Urban Area is a portion of the sub-region that also includes Marysville, Linda and Olivehurst located on the east side of the Feather River. It is also the center of the Yuba City Standard Metropolitan Area as defined in the 1980 Census to include the entirety of both Sutter and Yuba Counties. This Urban Area is included as part of the greater Sacramento Region. All aspects of population, economy and housing in the Urban Area are interrelated with external forces in the sub-region, the Metropolitan Area and the Region as well as with the state, the nation and the world.

Community Development issues in this report focus on the Yuba City Urban Area. The forces of surrounding jurisdictions play an important role in our future and will, of necessity, have been brought into the analysis when pertinent.

### 4. Population

In order to properly examine the alternatives for community development, an analysis of the population expected to occupy the Urban Area must be considered. The Inventory has presented data on past and current populations. This section is intended to forecast the future population for the Urban Area. The Yuba City Council and the Sutter County Board of Supervisors have both examined alternative scenarios for growth in the bi-county area and for the Urban Area. Their conclusion is that population growth will continue at a rate that would follow historical trends or at a slightly faster rate. After study the Council and the Board specifically indicated a scenario that would look at populations ranging from a base rate estimated by the State Department of Finance to 10 percent more than that estimate. Table C-1 shows the anticipated population growth based upon that scenario.

TABLE C-1  
POPULATION PROJECTIONS

<u>Area</u>	<u>Population by Year (July 1)</u>				
	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>
Sutter County*	58,900	63,800	67,800	70,900	73,600
Urban Area**					
Base	43,300	47,500	50,900	53,600	55,000
Base + 10%	47,600	52,250	56,000	58,960	61,490

\*Department of Finance Publication 83 P-1, September, 1983

\*\*Assumes 86% of County Development (to nearest 100) occurs in the Urban Area.

The Department of Finance projections anticipate a 1.3% average annual increase in population for the County as a whole. Another report by the Department of Finance in August of 1984 (Report 84 P-2) estimated that the County's population per household would decrease from 2.82 in 1985 to 2.64 by 2000. This factor can be interpolated to provide an approximation for the Urban Area based upon relationships between the County (2.75/household) and the Urban Area (2.50/household) found in 1980. Such interpolation would suggest that the Urban Area population per household would drop from 2.56 in 1985 to 2.40 in 2000. (See also Housing issues in Section D).

Population statistics for the Urban Area may similarly be estimated in the following table.

TABLE C-2a  
BASE POPULATION STATISTICS PROJECTIONS

<u>Statistic</u>	<u>Year</u>				
	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>
Total Population	43,300	47,500	50,900	53,600	55,900
Age Group*					
Over 65	4,720	5,650	6,570	7,450	8,330
18-64	26,160	28,220	29,720	30,760	31,530
5-17	9,090	9,970	10,690	11,260	11,740
Under 5	3,330	3,660	3,920	4,130	4,300

TABLE C-2b  
BASE +10 POPULATION STATISTICS PROJECTIONS

Statistic	Year				
	1985	1990	1995	2000	2005
Total Population	<u>47,600</u>	<u>52,250</u>	<u>56,000</u>	<u>58,960</u>	<u>61,500</u>
<b>Age Group*</b>					
Over 65	6,140	6,200	7,230	8,190	9,160
18-64	27,790	31,050	32,700	33,840	34,680
5-17	10,000	10,970	11,760	12,390	12,910
Under 5	3,670	4,0	4,310	4,540	4,740

\*Assumes

- (a) 65+ age group continues to increase as a proportion of the total
- (b) child and teen groups maintain constant percentage of growth
- (c) 18-64 group percentage is modified

The impermanence or transience of the Urban Area population reflected in the 1980 Census data showing over 50% household relocations in the Urban Area between 1975 and 1980, is expected to continue. A wide range of housing opportunities within the City limits will continue to draw the majority of the elderly and single-parent households.

A projection of ethnicity for the Urban Area can be made from the data supplied by the sample analysis of the 1980 Census. That data indicated that the racial backgrounds of various groups in the Urban Area was distributed as White - 83%; Black - 0.6%; American Indian/Eskimo/Aleut - 1.2%; Asian/Pacific Islander - 7.7%; and Other - 6.9%. It should be noted that data on "Asian Indians" was grouped with the Asian and Pacific Islander definition. The Asian Indians comprised 5.5% of the population of the Urban Area with 2,063 persons of Asian Indian descent. Persons of Spanish origin amounted to 10.5% of the entire population of all racial groupings. The following table presents projections of such data to the estimated populations.

TABLE C-3

RACE AND SPANISH ORIGIN - URBAN AREA: 2005

<u>Race</u>	<u>Base Projection</u>	<u>Base +10 Projection</u>
White	46,670	51,340
Black	350	385
American Indian/Eskimo/Aleut	660	730
Asian & Pacific Islander (Asian Indian)	4,310 (3,070)	4,740 (3,380)
Other	3,900	4,290
Spanish Origin	4,870	5,360

## 5. Economy

The economy of the Sutter-Yuba area and the Yuba City Urban Area is undergoing significant change from an economy that once had a great dependency on agriculturally oriented activities. The Sutter-Yuba area has experienced a shift toward non-agricultural activities. The loss of the Del Monte Cannery as a major employer has further reduced the food processing employment sector.

Recent growth indicates an expansion and broadening of the Sutter-Yuba economy and a reduction in the role seasonal farm activities play. While agricultural production and farm processing still provide a large part of the employment opportunities, it is clear that there are many more job opportunities in other industries, particularly retail trade, services, education, government, finance, real estate, construction and manufacturing.

Along with the expansion of non-farm oriented activities and stagnation of seasonal activities has come higher unemployment. Some of this increase is attributable to the downturn in the national economy, but even with an upswing in the U.S. economy, unemployment in the Sutter-Yuba area has been higher than the national average. A shift from a more seasonal oriented economy toward a more stable economy grounded on trade, government and service means higher skill and training requirements for jobs. This normally means more and more of those with few skills or little education will be unable to compete successfully for jobs. This inability to secure those jobs which require education or training usually results in rising unemployment and longer periods of unemployment. In the past five years average yearly unemployment in the Yuba City MSA has decreased from 20.7% to 11.7% annually.

In the Yuba City Urban Area, the employment pattern mirrors that of the bi-county area. Service, retail trade, education, government, finance and manufacturing far outweigh the importance of agriculture and food processing as a source of employment, particularly when comparing non-seasonal employment. The occupational mix also reflects this shift toward non-farm activities. Executive, professional, managerial, administrative, precision craftsmen, clerical, sales and service are the predominant occupations in the Yuba City Urban Area, far exceeding farm oriented occupations.

The trend toward non-farm economic activities is also reflected in the types of non-government businesses with payrolls in the bi-county area. The number of these businesses in trade, services, finance, real estate and insurance has grown steadily, particularly in Sutter County. Between 1976 and 1980, Sutter County recorded an increase of 155 new businesses with payrolls.

Reviewing size of employment by establishment also indicates a shift toward non-farm employment. Of the 21 establishments in the bi-county area in 1980 with more than 100 employees, five were in retail trade, three in services, two in wholesale trade, one in public utilities, and four in lumber and wood products.

A study conducted in a public-private sector partnership established a framework for economic development in the bi-county area which potentially has impacts on the Urban Area. That study, entitled Strategic Plan for Economic Development in Yuba Sutter Counties reviewed the area's existing and short-term economic prospects, competitive location factors and comparative factors influencing new development. An economic development action plan evolved and is being implemented by the Bi-County Economic Development Commission in cooperation with local governments. Short-term goals in the strategy called for creation of 3,400 new jobs in the bi-county area between 1983 and 1988. Those jobs would be in addition to those that might be expected to develop in the area without additional stimulus. Primarily, the new jobs were expected to be generated in the retail-wholesale trade, manufacturing, business and financial sectors of the labor market. Such employment would reduce the unemployment rate to 7.5%. The goal was not met although the overall economy is getting better.

Projecting average annual labor force for the future, we assume that one person is in the work force per 2.18 people in the urban population, based upon 1980 averages. Using the accepted scenarios, such a ratio would produce the workforce shown in Table C-4:

TABLE C-4  
URBAN AREA CIVILIAN LABOR FORCE

	<u>1985</u>	<u>1990</u>	<u>Year 1995</u>	<u>2000</u>	<u>2005</u>
Base Projection	19,900	21,800	23,300	24,600	25,600
Base +10 Projection	21,900	24,000	25,600	27,100	28,200

The Urban Area labor force increase from the 17,330 workers identified in the 1980 Census would call for between one and a two percent annual increase in employment opportunities. The recession at the beginning of the decade of the '80s depleted the employment market which is struggling to regain ground by 1988.

The projected labor force might be distributed among employment classifications as shown in the following table. It must be noted that the assumptions used in creating the table are based upon trends that indicate agricultural employment continuing to account for 17.5% of the labor force, government employment keeping pace with population growth, more emphasis on manufacturing employment and an unemployment rate of 7.5%. The projection is primarily for use in estimating land use needed.

TABLE C-5  
Yuba City Urban Area  
Annual Average Civilian Workforce by Classification: 2005

<u>Classification</u>	<u>Number Persons</u>	<u>% Employed</u>
	<u>Base</u>	<u>All Industries</u>
	<u>Base +10</u>	
Agriculture	3,741	17.5
Non-Agriculture	17,635	(82.5)
Construction & Mining	1,710	8
Manufacturing	3,420	16
Transportation &		
Utilities	1,069	5
Wholesale Trade	641	3
Retail Trade	2,885	13.5
Finance, Insurance, & Real Estate	641	3
Services	2,351	11
Government	4,911	23
Total Employed/All Industries	21,376	100
Other Employed	2,304	9
Unemployed	1,920	7.5
Total Labor Force	25,600	28,160

## Plan

1. Goal: Enhancement of the City image in the eyes of the citizens and the traveling public.

a. Policy: It is the policy of the City that:

1) New development in the area be aesthetically pleasing.

2) Redevelopment used in the City shall be used in part to improve the attractiveness of the City to stimulate economic and social growth.

3) Urban edges shall establish the separation of the City from the farmlands and to create nodes of interest within the City.

4) Land use compatibility to site and surroundings shall be emphasized.

b. Objectives:

1) The City will review new developments for and enforce regulations to stimulate aesthetic improvements, especially landscaping and rationalization of signs.

2) The City will invest certain funds created through the redevelopment process in the enhancement of existing commercial and industrial areas, including, but not limited to, Colusa Avenue, Plumas Street and Garden Highway.

3) The City will promote infill and oppose irrational expansion of the Urban Area prior to development within the area designated in this plan for development.

4) The City will develop plans for improvements in various areas to create identifiable nodes of interest to improve the City's image.

5) The City will use this General Plan, implementing ordinances and capital improvement plans, to assure land use compatibility with sites and surroundings.

c. Implementation:

1) Enforcement of the overall landscaping standards and specific design guidelines for the Colusa Avenue Corridor, Plumas Street, and the West Civic Center Area will be demanded.

2) The City will continue study to identify additional specific areas to which tailored design guidelines should be applied.

3) The redevelopment plan for the City shall include specific projects to improve community attractiveness to economic and social betterment.

4) The goals and policies of this general plan and implementing ordinances shall be maintained to benefit the community, including establishment of an Urban Area boundary.

5) The City will continue to develop, through staff work, community participation and consultant assistance, plans for improvements to various areas of the City.

6) All City development plans and public and private plans reviewed will provide for compatibility between land use and the site surroundings.

2. Goal: Preservation of Regional Relationships.

a. Policy: It is the policy of the City to:

1) Encourage and develop citizen, staff and legislative inter-relationships between Yuba City and other partners of the Sutter-Yuba Region, including Beale Air Force Base, Marysville, Linda, Live Oak, Olivehurst, Sutter County, Wheatland and Yuba County.

2) Maintain the relationship with the Sacramento region through the Sacramento Area Council of Governments.

3) Maintain staff liaison with various state and federal agencies whose jurisdictions affect the Urban Area.

b. Objectives: It is the objective of the City to:

1) Participate in multi-jurisdictional agencies within the sub-region such as Base/Community Committees, HATA, Bi-County Solid Waste Management Agency, Bi-County Economic Development Commission and others.

2) Participate in regional planning with the Sacramento Area Council of Government including active membership on its committees such as the Comprehensive Transportation Advisory Board, the Technical Coordinating Committee and special study groups.

3) Work with state and federal agencies to maximize communication and cooperation.

c. **Implementation:** The City implements the objectives above by appointment of interested Council members to committees and directing and supporting staff work with the various factions.

3. **Goal:** Provision of accessibility for the population to housing, shopping, jobs, recreation and cultural activities through economical use of resources.

a. **Policy:** It is the policy of the City to provide proper planning to assure economical use of resources toward improving the life of the existing and future populations of the Urban Area.

b. **Objective:** To adopt a plan to direct the development of the community.

c. **Implementation:** Adoption of the General Plan and continued review of goals, policies, objectives and implementation tools to reflect the community's desires.

4. **Goal:** Improvement to the local economy.

a. **Policy:** It is the policy of the City to actively promote economic development to provide jobs, shopping opportunities, availability of services, and recreational and cultural activities.

b. **Objectives:**

1) Active participation in the activities of the Enterprise Zone.

2) Continuation and expansion of the City's Economic Development Office for aggressive internal and external marketing of the Yuba City Urban Area as an industrial location.

3) Use of the Redevelopment Agency to promote economic development.

c. **Implementation:** Implementation of the above objectives would be accomplished by continuing existing activities.

## D. PUBLIC SERVICES

### Analysis

#### 1. General

Citizens in the Urban Area are divided into two classes: those who receive a full range of public services and those who do not. The distinction between the two classes is caused by location within or outside the City. The following information shows the differences.

Higher levels of service for City residents used to make sense when city property owners paid an additional tax rate. Since "Proposition 13" in 1978, everyone pays the same basic tax rate, but the deviation in service continues.

The principal obstacles to equal delivery of services to all residents of the Urban Area are citizen apathy or mistaken perceptions and legislative attitudes. People in unincorporated territory believe that it costs more to live in the City. Actually no additional cost is applied unless property development occurs or the people decide to connect to city water or sewer. Both the City Council and the Board of Supervisors have long avowed they would not force anyone to annex property. The Board of Supervisors has encouraged residential development of the unincorporated Urban Area.

#### 2. Police Protection

Lives and property in Yuba City are protected by a growing police force consisting of a chief, 3 lieutenants, 3 sergeants, 3 corporals, 22 patrolmen, 2 traffic patrolmen, 2 crime prevention technicians, 4 detectives and clerical and dispatch support in 1988. There is an active police reserve unit of 19 citizens and a cadet force.

The 7.0 square mile city area is divided into 4 patrol beats, each manned 24 hours a day, 7 days a week. Staffing provides for at least 6 police officers on the streets most of the time. The department goal is to respond to any call for assistance within 3 minutes. The department is active in crime prevention programs such as "Neighborhood Watch" and classroom presentations to youngsters.

Unincorporated residents are protected by the Sheriff's Department. The Urban Area is covered by a sergeant and 2 deputies in a 2 beat system including 26 square miles. All of the 7 detectives in the Sheriff's Office are available to investigate crime.

Traffic on public streets in the unincorporated Urban Area is regulated by the Highway Patrol. Their primary concern is

traffic on State highways, but they are responsible for traffic enforcement and accident investigation on county roads.

### 3. Fire and Rescue Services

Fire prevention, protection and suppression and emergency medical services are provided to people and property in the City by a full time staff backed up by recall of off-duty personnel and on call firefighters. They respond from 2 strategically located fire stations manned 24 hours a day, 7 days a week. A third station is planned to serve growing populations in the southern portion of the City.

The goals of the City Fire Department are to respond to calls for service within 3 to 4 minutes and to maintain a high level of technical training. The department is active in fire prevention through code enforcement and educational presentations in the schools.

Approximately the same numbers of people in the unincorporated Urban Area and surrounding territory are served with fire protection and suppression and emergency medical services by the Walton Fire Protection District. The district has a full time staff operating from their fire station from 8:00 a.m. to 5:00 p.m., Monday through Friday, supported by volunteer firefighters. Night-time and weekend emergencies are covered by recall of off-duty firemen and the volunteers. A second station is planned to serve the growing Tierra Buena Area.

The divergent operating characteristics of the two departments serving the Urban Area are based on history and money. Historically, the Walton Fire Protection District was created to serve a predominantly rural area and the City's department was built to respond to urban commercial, industrial and residential densities. The district serves an area of 22 square miles including about 8 square miles containing large and small urban density developments. The district, like the City, could set its own tax rate to support its activities prior to "Proposition 13" in 1978. Now, the district receives a fixed portion of the overall tax rate to cover its costs. Its revenues do not keep pace with growth or demand. The City finances its department from general fund sources including property tax, sales tax, and state subventions which more readily grow with development.

The development densities proposed in this General Plan will probably soon overwhelm the ability of the district to adequately serve the unincorporated Urban Area. A proposal for a tax override to provide some additional funding was rejected by the voters. The City has assisted by providing "first responder" service to calls from areas closest to city stations. Similarly, County Service Area B, a County-operated fire department, provides first coverage to rural and suburban areas in the

southern part of the district. As the City grows, it takes over portions of the district responsibilities to areas annexed.

Response time to fire and emergency health calls is often critical. A 3 to 4 minute response is imperative to suppress a structure fire or resuscitate a heart attack victim. A one-mile radius from a fire station is used as a standard to allow adequate response to urban emergencies. Additional stations and full time firefighters/emergency technicians will be accommodated by the City. In 1988, there is no apparent solution to the Walton Fire Protection District's need to expand services.

#### 4. Water Services

Water for domestic, municipal, industrial and other uses in the Urban Area is readily obtainable within Yuba City. The City provides treatment of water extracted from the Feather River. Treated water is distributed through large mains to a large portion of the Urban Area. Yuba City has negotiated water contracts with several water agencies, including the State of California, to insure that adequate water will be available for future use.

The Hillcrest Water Company has constructed and operates two treatment plants and now delivers treated water to a majority of its customers. The Honor Oak area has been annexed to the City of Yuba City and the Harter Water Company has been transferred to the City system. These major changes have been the result of unacceptable contaminates in the ground water. It is anticipated that additional treatment of ground water or more reliance on the City system will be required as the area is urbanized.

Waterplant and system improvements are funded by user connection and service charges with no cost to the taxpayer or the City's general fund.

Outside the City, water is obtained from groundwater supplies. Service may either be from any of several private water companies (the largest being Hillcrest Water Company), or by private individual wells.

Groundwater levels are fairly high -- at times being within a few feet of the surface. During the dry season, ground water usually drops by several feet but does not usually exceed 30 feet and is abundant in supply.

In the last few years the Health Department has found an indication of ground water contamination in several wells in the Urban Area. Instances of high nitrate levels, coliforms, heavy metals and other contaminants have all been found. Since the Health Department only checks private water companies and the City's water service, and does not regularly monitor private individual wells unless asked, it might be reasonably assumed

that more instances of contaminated water exist than are documented.

The Health Department has indicated that testing of shallow, improperly cased, older private wells in areas of concentrated development has shown a higher instance of nitrate pollution. The Department cannot state whether this problem exists because of the prolonged use of septic systems for waste water disposal or if the problem was caused by past agricultural practices. Testing of deep municipal and private water company wells has generally shown these wells to be free from similar contamination.

## 5. Sewage System Services

With the completion of the Walton-Lincoln trunk line, sufficient sanitary sewer trunk line capacity, as well as sewage treatment plant capacity, exists to serve growth within Yuba City and, to a limited extent, nearby portions of the Urban Area for the next decade or more. All areas of Yuba City are reasonably close to the sanitary sewer system.

Any necessary plant expansion or trunk line extensions are paid for by connection charges and user fees at no cost to the taxpayer or the City's general fund.

Outside of Yuba City, in those areas which are not served by the sanitary sewer system, wastewater disposal generally is accomplished by use of septic tanks and leach field systems. (See discussion under "Water Systems" for problems relating to septic systems and groundwater). Some minor open field or pond disposal of agricultural processing water does occur, but that is in an inconsequential amount.

## 6. Parks

A description of public parks is included in Section III.B, Aesthetic, Cultural and Recreational Issues. It should be noted that the County does not provide neighborhood parks to the unincorporated Urban Area. A neighborhood park is to be developed in the West Walton Area to be maintained by an assessment district with an additional tax. The City maintains its complete park system with general fund monies.

## 7. Drainage

The disposal of surface water is one of the most critical factors of development in Yuba City and Sutter County. This is in part due to the flat terrain, the general slope of the land and the distance to a gravity outfall.

As described in the Inventory section, two agencies have been used to provide major drainage improvements--the Gilsizer

County Drainage District and the Sutter County Water Agency. All in-tract drainage is provided by the developers when an area is developed. Improvements within the Gilsizer Drainage District have been provided by a series of improvement districts, most of which have been sponsored by the landowners within the District. An exception was the Walton Improvement Area which was partially financed by use of Sutter County Water Agency funds. The Water Agency has also established zones of benefit to assist in financing the construction, operation and maintenance of drainage facilities. The agency has contracted with the Gilsizer District to provide support service for some of these zones of benefit.

In addition to the improvements done by special district, the major outfall line of the Gilsizer District (Gilsizer Slough) has been improved on a piecemeal basis. Through the prudent use of available funds, the District has been able to keep one step ahead of increased development contributed drainage water. Since the adoption of Proposition 13, these incremental improvements have become increasingly difficult to perform. In response to this, the District enacted an impact mitigation fee in 1983 which imposes a fee based on the amount of the impervious surface of the project at the time of the issuance of a construction permit. These funds are being used to improve the outfall system.

An alternative to using the Gilsizer Slough as an outfall is pumping the drainage water over the levee into the Feather River. The Gilsizer Drainage District maintains such a facility which drains a portion of the northeast Yuba City area. A second detention pond and pump station is maintained for drainage of the industrial tract and a developing housing area located in southeast Yuba City. Other development areas such as the River Ranch project, the Village Green Mobile Home Park and the North Area Annexation (Bains, et al) will utilize this drainage alternative. Because of the adverse grade and the shallow groundwater table, this method of storm drainage has its limitations and, in some cases, double pumping will be required.

The Tierra Buena area is drained by the Live Oak Canal, and the County of Sutter (through the Water Agency) has established a policy to collect up-front money for improvements to the canal. The Water Agency has also formed zones of benefit to pay for improvement costs and provide for maintenance. The zones of benefit are usually required to be formed when a project is proposed. The ultimate outfall of the Gilsizer Slough and the Live Oak Canal is the main State drain located on the east side of the levee of the Sutter By-Pass. The State maintains pumping plants along the drain to empty the storm water into the By-Pass. Negotiations are currently underway to increase the capacity of these pumps.

## 8. Schools

Beginning in the mid 1960's and extending into the late 1970's, school population had either stabilized or been in a decline in spite of increasing population. In some areas of the State this trend caused the closing and consolidation of schools. In the Yuba City area double sessions and 45/15 sessions were discontinued, the student/teacher ratios were decreased, and some classroom space was allocated for special purpose classes. Since 1980, this trend has been reversed, and it now appears that the school population is expanding at a pace that exceeds the rate of community growth. This has been explained by the demographers as the result of the children of the 50's "baby boom" coming into child bearing age and the fact that older couples who deferred having children are now beginning to raise their families. Projected school populations therefore cannot easily be expressed as a ratio of new growth. It is highly likely that school population will increase even if new homes are not constructed. In 1984, this projected increase was first experienced when the kindergarten class had between 72 to 140 more students than any of the other K-8 classes. A review of recent birth records tends to indicate that higher numbers of incoming students will be entering school than the number graduating. It is expected that some elementary schools will be experiencing crowding in the next three to four years. These schools are located in the core and growth areas. The middle school population (7-8) will probably remain somewhat constant for the 1984-1990 period of time and the high school will probably remain somewhat constant until 1992. After that time, significant increases at the middle and high school level can be expected. Population and birth rate trends must be carefully monitored to identify cyclic trends, but the long-range projections of the State Department of Finance show a steady increase of the student age population in excess of the increase in the general population.

School District officials have identified crowding by three measurements as defined in the State of California using a floor space formula, a district capacity ratio based on teaching stations and teacher/student loads established by local labor negotiations, and by an acceptable level of crowding as perceived by the public. Since school construction financing is almost exclusively done with State aid, the first two factors will probably be the ones used to justify any new school construction. This means that overcrowding will probably occur and be in existence for a few years before new school construction alleviates the problem. The public will probably perceive crowding before the State and District criteria are reached. This will be first noted by maximum student loads for teachers and the loss of rooms for special classes such as band, library, learning centers, speed-reading, etc. Pressures will then mount on the School Board, Board of Supervisors, and City Council to provide for facilities and/or control the district growth.

Subdivision activity demonstrates a potential for more rapid increases in school children population. In 1986, about 1,200 single-family residential lots were shown on tentative subdivision maps approved by the Planning Commissions of the City and County for the urbanized area.

	Urban Area Permits		
	Single-family	Multiple-family	Mobile Homes
1986	135	11	15
1987	148	10	15
1988	96	7	13

The potential development of the Urban Area is anticipated to add an average of 208 single-family and 192 multi-family residential units per year. At that rate the Urban Area could anticipate a K-6 population increase of 89, a 7-8 population increase of 37, and a high-school population increase of 40 each year in the ensuing years.

School costs for 1987 ran from \$55,000 for 900 square feet installed portable classrooms adequate for 30 pupils to from \$3,000,000 to \$5,000,000, plus land and improvement costs for permanent schools adequate for 300 pupils. Establishment of new schools must be accomplished carefully to avoid future redundancy as the service area population ages. Many new schools are incorporating portable classrooms as a hedge against fluctuating population.

Alternatives to resolve the school enrollment problem all deal with capital costs for additional classrooms. The most recent development in accommodating classroom expansion needs has been the requirement of school fees on individual building permits issued. In response to this pressure, a school impact fee for the Yuba City Unified School District was enacted by the City of Yuba City and Sutter County. The fee schedule requires a payment of fees for single family, apartments depending upon the number of bedrooms and for each mobile home installation. Senior citizen housing is exempted from the fees. This fee has since been repealed by both bodies since the enactment of AB 2926, effective January 1, 1987, which specifically authorizes the school district to directly levy developer fees.

A survey of private schools indicates that a modest growth is anticipated in the future. This in part is due to the economy of the area where only a certain portion of the population can afford tuition cost. Also the infusion of lottery money into the public school system has permitted the school to expand their programs and attract new students.

School scholastic achievement is a key to attracting economic development. The community should encourage higher achievement to create a better future for their children and make the Urban Area more attractive to employers.

## 9. Streets and Highways

In the evaluation of community transportation, historic trends have been identified in order to analyze future traffic needs.

### a. Assumptions:

- 1) The private auto is and will remain the primary mode of transportation;
- 2) As the population gets older the percentage of licensed drivers and automobile ownership will expand at a rate faster than the increase in population;
- 3) As the distance between home, work, shopping and entertainment increases, more miles per day will be driven;
- 4) The public expects the maintenance of an acceptable level of service (level "C" or better - see chart on following page);
- 5) Private development is expected to provide for the major cost of expanding the transportation system adjacent to new development;
- 6) Public agencies are expected to provide maintenance of the transportation system to maintain an acceptable service level; and
- 7) The following criteria is established to evaluate traffic generation and roadway capacities:

#### a) Roadway Capacities

Two-lane road	10,000-12,000 vehicles per day
Four-lane undivided roads	20,000-24,000 vehicles per day
Four-lane divided roads	30,000-36,000 vehicles per day
Six-lane divided roads	45,000-55,000 vehicles per day
Four-lane freeways	80,000-100,000 vehicles per day

#### b) Traffic Generators

Single-Family Subdivision	10 trips per dwelling unit
Apartment	6 trips per dwelling unit
Neighborhood Shopping Center	1,200 trips per net acre
Commercial Store	40 trips per 1,000 sq. ft.
Restaurant (with seating)	300 per 1,000 sq. ft.
Bank, Savings & Loan	160 per 1,000 sq. ft.
Commercial Office	20 trips per 1,000 sq. ft.
Industrial Park	120 trips per gross acre
Warehouse	60 trips per net acre
Research & Development	80 trips per net acre
Mass Production	80 trips per net acre

**c) Service Level Classifications**

<u>Level of Service</u>	<u>Description of Roadway Operation</u>	<u>Description of Intersection</u>
A	Free flow conditions, minimal traffic volumes given the available roadway capacity.	Good-light to moderate traffic on approach, stable queues, little additional delay.
B	Stable flow conditions, driver's maneuverability restricted to some extent.	Same as above.
C	Traffic flows smoothly, but vehicle maneuverability is restricted. Ability to readily recover from momentary conflicts without undue delay.	Fair-moderately heavy traffic on approach, longer but stable queues, moderate but acceptable delay.
D	Traffic generally flows smoothly; however, occasional momentary congestion occurs.	Poor-heavy traffic on approach, long unstable queues, sometimes excessive delays
E	Traffic flows under congested conditions; the maximum volume which the road can handle.	Critical-heavy congested traffic conditions, excessive delays.
F	Traffic flows sporadically; stop and go conditions usually due to upstream bottleneck.	Failure-more demand than capacity.

8) The criteria above would require the following minimum street standards:

**a) Street Standards**

Type of Street	Right of way Width in feet
Four-lane arterial	84'
Two-lane arterial	72'
Collector	60'
Industrial	56'
Standard Residential	54'
Minor Residential	49'

### b. Current Situation:

The slow steady growth of the Urban Area has gradually increased the pressures on the roadway system. Changes have been made and are continuing to be made to accommodate this growth and provide for an acceptable level of service. For example, the construction of Highway 99 from Lincoln Road to Franklin Road as a four-lane expressway and the installation of the stop light at the intersection of Richland Road has enhanced the carrying capabilities of these roads. Similarly the improvements to the intersections on Highway 20 at many city street intersections have all moved to keep pace with the increased traffic demand. The system continues to provide a level of service of Class A & B on many streets and C level service on major streets except during peak hours when the service level may drop to a D rating.

Area residents may notice that there are more stop signs and that it takes longer to drive from one point to another in the community than it did in past years, however, this is not an uncommon occurrence as a community grows. In spite of this inconvenience, traffic generally moves smoothly, there are normally no excessive delays, nor has there been a significant increase in traffic accidents. With incremental changes, the system is continuing to function in an engineered and traffic safety efficient manner. Areas of peak congestion currently occur on Colusa Avenue, on the Colusa Avenue (10th Street) Bridge, Plumas Street and Bridge Street, Butte House Road and Gray Avenue. The 5th Street Bridge carries over 30,000 vehicle trips per day unless an accident occurs. That volume should be using a four-lane road, but no alternative exists.

### c. Projected Conditions:

As continued growth occurs, traffic will also increase causing an increased burden on the street and highway network. This burden is caused by people traveling from their homes to places of business, employment, recreation, schooling, health providers, etc., and returning to their homes.

Traffic system analysis is based on average trip generator formulas for trip ends. Trip ends are the starting point or destination for traffic movement. The transportation plan must address the system of roadways that link the trip ends. System analysis is done for the worst case situation defined as peak hour traffic. The development of the systems, therefore, is often more than adequate to meet the average traffic needs but at times will fail during peak hour traffic. The solution is to 1) over design and build the traffic network, 2) reduce peak hour traffic, or 3) accept a lower level of service. Generally speaking the latter two are not acceptable.

Because the rate of growth is somewhat constant, the rate of increase in traffic is correspondently constant; however, the

rapid development of a trip end generator may cause local hot spots and can quickly overburden a connective road system. Public agencies must develop the flexibility to cope with these problems. Continual planning is required to assess the impacts of this growth and to economically use public resources to minimize these impacts. The Yuba City Capital Improvement Plan is updated annually and street projects are completed, added or deleted from the plan depending upon available funds and actual need.

The General Plan represents a long-range overview of projected traffic needs and presents a comprehensive guide for capital expenditures. The Major Road Plan Map shows the anticipated traffic volumes, levels of service and necessary improvements to the transportation network. It is recognized that improvements will occur on a piecemeal basis. Necessary rights of way must be obtained and future roadways be defined and protected by plan line maps in advance of development. Public agencies must develop the ability to finance and maintain facilities in advance of development to protect the public safety and convenience.

Increased traffic is generally caused by an increase in population; therefore, estimates can be based on an analysis of residential growth. A percentage of the business traffic is generated from outside the area by regional shopping and the traveling public. Similarly, employment centers generate some traffic from adjacent communities. These types of traffic are usually confined to the State Highway and major streets.

Developers also play an important role in providing for future traffic needs by improving abutting streets as development occurs. Unfortunately, new development sometimes occurs at the fringes of the urban area and residents are forced to commute over inadequate roadways that lie between the new development and their destination. Also, many prior developments were not required to provide necessary improvements and holes in the system frequently occur causing bottlenecks. The City of Yuba City normally requires improvements to the street system when substantial construction is done on a parcel. The use of area-wide improvement districts to finance streets is encouraged. Yuba City has an aggressive maintenance program which includes regular street sweeping. Major street overhauls are planned in advance and regularly scheduled to insure funding.

The County of Sutter has failed to use these tools in the past and no significant improvement to the existing road system has been made. As a result, the Sutter County Public Works Department in 1986 estimated that \$4,000,000 worth of improvements would be required to improve the unincorporated urban road system to minimum standards. In addition, approximately \$580,800 is required on an annual basis to adequately maintain the system.

Currently the County does not have the funds to improve or maintain the urban road system.

It is generally accepted that present traffic demands require the construction of a third Feather River Bridge crossing. The need for this additional transportation facility is necessary to serve not only as a transportation carrier for local residents but also as a safe and adequate transportation corridor of statewide benefit. A third bridge was estimated by SACOG to cost \$32,000,000 to \$107,000,000 depending on the route chosen. Although proposed as a state highway, the state is encouraging local contribution to development of any new highway.

## LEGEND

- State Highway 4-6 Lanes
- 4 Lane Arterial
- 2 Lane Arterial
- Collector

AMENDMENTS: Res. 92-033  
Plumas St., S of Bridge  
4-lane arterial  
Second St., btwn. Bridge & G.H.  
2-lane arterial

4/92

0 1000 3000 5000

CITY OF  
**YUBA CITY**

PLANNING  
DEPARTMENT

1989

**URBAN AREA GENERAL PLAN**

**MAJOR STREETS**



A Citizen's Third Bridge Review Committee has been developed to study the issues surrounding the proposed construction of a third bridge. A technical advisory group including public works directors and state engineers is studying feasibility of alternatives.

Unless the dependence on the automobile is reduced through use of alternate modes of transportation, the level of service will continue to decline. The City hopes to assure that the decline in the service level is kept within reasonable limits of safety and convenience..

#### 10. Transit

Transit planning done by the Hub Area Transit Authority (HATA) is done on a semi-regional basis including all local agencies except Sutter County. The Transit Plan under which HATA operates is adopted for the Yuba City Urban Area by reference.

#### 11. Bikeways

Originally, bikeways were aimed at the recreational cyclist. However, in an era of increasing air pollution, energy shortages, traffic congestion and cutbacks in transportation funding, bicycle travel should be seriously considered as a viable transportation mode.

One of the major issues facing bicycle travel is the mix of bicycles and automobiles on public roads. Development of safe bikeways is necessary in order to promote bicycle travel, especially along transportation corridors which have the potential for high usage by commuting cyclists. Potentially dangerous situations for cyclists occur whenever there are high volumes or high speeds of traffic.

#### 12. Solid Waste Disposal

The Bi-County Solid Waste Management Plan identifies and provides for waste disposal in the Urban Area.

## Plan

1. Goal: All citizens of the Urban Area shall have access to a full range of public services.
  - a. Policy: It is the policy of the City that:
    - 1) Existing developed and undeveloped land within the Urban Area shall be annexed.
    - 2) Development within the Urban Area should only occur within the City to assure provision of adequate urban services.
    - 3) Existing policies of the City pertaining to annexation of fully developed land without requirements for connection to city water or sewer or for street improvements shall be preserved.
    - 4) Funding shall be sought and set aside to assist low- and moderate-income households on fixed incomes to connect to city water and/or sewer systems as the need and availability arises.
  - b. Objectives: The City shall exert efforts to:
    - 1) Provide public education on the issues of annexation.
    - 2) Urge the Board of Supervisors to initiate annexation of the Urban Area to Yuba City.
    - 3) Urge the Board of Supervisors to stop permitting unincorporated urban density development within the Yuba City sphere of influence.
    - 4) Maintain existing policies conducive to annexation of land within the Urban Area.
    - 5) Identify potential funding sources for use by low- and moderate-income households in acquiring water and/or sewer service or necessary street improvements.
  - c. Implementation: The City may implement the objectives above through:
    - 1) Political persuasion.
    - 2) Directing staff to work with County staff to accomplish annexation of the Urban Area.
    - 3) Directing staff to research funding sources to assist low- and moderate-income households to acquire public water and/or sewer service and necessary street improvements.

- 4) Consideration of development impact fees to fund necessary maintenance and improvements of infrastructure.
2. **Goal:** Provision of police protection shall continue and expand at 1988 City levels of service or above.
  - a. **Policy:** It is the policy of the City that police protection at 1988 levels of service in Yuba City is necessary and appropriate to all urban populations.
  - b. **Objective:** Maintenance and improvement of 1988 City levels of police service and expansion of service as growth occurs.
  - c. **Implementation:** Continue to train and staff the police department to meet the needs of the population.
3. **Goal:** Provision of fire prevention, protection and suppression and emergency medical response shall continue and expand at 1988 City levels of service.
  - a. **Policy:** It is the policy of the City that fire prevention, protection and suppression and emergency medical response at 1988 City levels of service is necessary and appropriate to all urban populations.
  - b. **Objective:** Maintenance and improvement of 1988 City levels of fire department service and expansion of that service as growth occurs.
  - c. **Implementation:** The City will:
    - 1) Continue to train and staff the fire department to meet the needs of the population.
    - 2) The City shall urge the Sutter County Local Agency Formation Commission to study the viability of the Walton Fire Protection District (WFPD) and make recommendations to the Board of Supervisors and the District to resolve problems. The study should commence immediately and include analysis of the following alternatives:
      - a) Provision of alternative funding to permit WFPD to meet levels of service in the Urban Area comparable to those provided by Yuba City in 1988.
      - b) Dissolution of WFPD with the Urban Area to be absorbed by Yuba City and the remaining rural area absorbed by County Service Area A and County Service Area B.

- c) Contract for services by WFPD with the City of Yuba City for fire department services to the entire district facilitated by economies of scale.
4. Goal: Provision of adequate water quality and quantity to the Urban Area.
- a. Policy: It is the policy of the City that urban residents should enjoy access to good quality water in adequate quantities to provide for domestic, industrial and fire protection needs.
- b. Objective: The City will take action to:
- 1) Assure adequate supplies of water through negotiation of water contracts and improvement of existing water treatment and delivery systems.
- 2) Offer water service to Urban Area residents outside area franchised by private water companies for reasonable costs as such service becomes available.
- c. Implementation: The City shall continue existing service and require adequate domestic and fire flows in any new development.
5. Goal: Urban development shall be connected to a sanitary sewer system.
- a. Policy: It is the policy of the City that:
- 1) All new development in the Urban Area shall be connected to a public sewer system.
- 2) Existing development using septic tanks and leach lines for sewage disposal shall connect to public sewer systems upon failure of those private systems.
- b. Objectives: The system of sewer mains shall be extended as feasible to serve the Urban Area.
- c. Implementation: New development shall be required to extend sewer mains to the limits of the affected property.
6. Goal: The goals, policies, objectives and implementation proposed in Section III.B are reiterated.
7. Goal: Adequate drainage shall be provided to all Urban Areas.
- a. Policy: It is the policy of the City that:
- 1) Adequate drainage facilities shall exist for all existing and proposed development in the Urban Area prior to any new development occurring.

2) Drainage improvements shall be programmed to alleviate problems in existing developed areas.

3) Drainage systems shall be designed to eliminate, insofar as feasible, transport of toxic or hazardous materials.

**b. Objective:** Each new development shall demonstrate that drainage to City standards may be provided prior to any construction of impervious surfaces or change of grade.

**c. Implementation:**

1) Enforcement of existing codes provides for drainage to new development.

2) Drainage improvements to existing developed areas shall be included in the Capital Improvements Program as is feasible.

**8. Goal:** Urban residents shall have access to superior education opportunities.

**a. Policy:** It is the policy of the City that superior educational opportunities shall be available to urban residents.

**b. Objective:** The City will actively seek and endorse quality educational opportunities in the public schools serving the Urban Area.

**c. Implementation:**

1) The City will support school district efforts to fund additional classroom space.

2) The City will encourage school district efforts to improve educational standards.

**9. Goal:** Adequate streets and highways shall be provided and maintained to serve existing and future populations of the Urban Area.

**a. Policy:** It is the policy of the City that:

1) Service levels shall not fall below Service Level C as defined for any street in the Urban Area.

2) Continued refinement of the existing street system to standards shown on the maps in this section shall occur and be appropriately prioritized in the annual capital improvements program.

3) That a third bridge connecting the Urban Area with communities in Yuba County is necessary to the social and economic health of the area and has the highest priority for development.

**b. Objective:**

1) Incremental improvements to the transportation system, including streets, highways and transit shall continue.

2) The City will continue to work with other regional jurisdictions and CALTRANS to facilitate establishment of a third crossing of the Feather River.

**c. Implementation:**

1) The capital improvements program shall be used to prioritize major improvements to the transportation system.

2) All development review shall include an adequate level of analysis of traffic impacts and mitigation therefore.

**10. Goal:** The goals, policies, objectives and implementation plan of the Hub Area Transit Authority shall be fulfilled.

**a. Policy:** The policy of the City is to assure that:

1) The HATA plan is implemented.

2) Additional transit opportunities are provided as is feasible.

**11. Goal:** Bikeways should be provided to facilitate use of bicycles as alternative modes of transportation.

**a. Policy:** It is the policy of the City to develop and maintain bikeways in the Urban Area.

**b. Objective:** Maintenance and expansion of the bikeway system.

**12. Goal:** Provision of solid waste disposal for the Urban Area.

**a. Policy:** It is the policy of the City to participate in and support the Bi-County Solid Waste Management Plan.

**b. Objective:** Adoption of the Bi-County Solid Waste Management Plan as amended.

## E. LAND USE

### Analysis

#### 1. General

Land use issues are basic to the General Plan. Assumptions made, goals set, policies determined, objectives stated and implementation initiated determine the future of the community. All of the other issues of the General Plan create demand and restrict or respond to land use issues.

Existing land use has set a pattern of development. Future land use will both follow that pattern and create new models. The land use issues section should break old molds that have proven inadequate and recast the forms needed to guide the community forward.

The basic guide to future land use is a map designating areas for particular types of development. Designations must provide accessibility and adequate space for growth. They must also reflect limitations of public services, compatibility, and natural and man-made hazards.

Accessibility involves the relationship of homes to jobs, shopping, education and recreation and of industry to employees, raw materials, power, transportation and so on. This plan must coordinate the future populations and the economy necessary to support those populations.

The historic and projected growth of the area requires that land areas be identified to accommodate the development of the community for each category. Generally the following amounts of land are used on an annual basis to accommodate the average growth of about 1,000 persons per year.

Residential - 70 acres	Commercial - 2 acres
Industrial - 4 acres	Institutional/Office - 2 acres
Public/Quasi-Public - 1/2 acre	

Residential land is developed at a steady rate with minor annual fluctuations. The other categories of land use occur less frequently and several years may lapse between the development of facilities such as shopping centers, office complexes, manufacturing plants, schools and parks. The plan must allocate and preserve lands for all future development.

Public service limitations are discussed in Section III.D of this plan. The goals, policies, objectives and implementation programs proposed in that section should alleviate most limitations.

Compatibility between differing land usage is extremely important. Residential use is detrimental to agricultural and industrial uses. Apartments and industrial uses are obnoxious to single-family residents. Commercial uses should be convenient but not adjacent to residences. In a compact urban area, however, there must be a mix of uses. The definition of specific use areas and the development requirements for use are employed to provide a measure of compatibility.

Natural and manmade limitations also must be observed in defining areas of land use. Development should not occur in areas subject to flood or airplane crash hazard. Noisy areas are not conducive to residential development or hospitals.

## 2. Land Use Map

The Land Use Map is a pictorial diagram of the allocation of land for the various categories of land use. The various areas of the map encompass existing uses, vacant areas and areas encouraged for transition to alternate usage. The standards, goals, policies and implementations for each land use category is detailed in the text of the plan. The Map is intended to: 1) geographically define the land area allocated for each land use classification, 2) present a comprehensive overview of the community design in a form that can be understood by the general public as well as professional people, and 3) show the relationship of land use patterns in the formation of neighborhoods and the integration of neighborhoods into an urban community.

TABLE E-1

### General Plan Compatibility

GENERAL PLAN DESIGNATION	MAP SYMBOL	CONFORMING ZONING CLASSIFICATION
Agricultural	A	AH
Flood Plain	FP	FP
Low Density Residential	LDR	R-1,R-2
Medium Density Residential	MDR	R-2,R-3
High Density Residential	HDR	R-3
Institutional and Professional	IP	I-P
Neighborhood Commercial	NC	C-1
Community Commercial	CC	C-2
Regional Commercial	RC	C-3
Light Industrial	LM	M-1
Industrial	HM	M-2
Public and Quasi-Public	P	PF

#### A. Open Space Designations

The Open Space classification consists of two categories: Agricultural and Flood Plain. This classification is intended to preserve land for viable agricultural activities,

provide for community safety, and preserve land for future urban uses when needed.

1) Agricultural: This designation encompasses the area outside the area designated for urban development and is described elsewhere in the Plan as the urban fringe. In the past scattered housing developments and isolated commercial and industrial activities permitted. Since the adoption of the Yuba City Urban Area Plan in 1978, no substantial new development has occurred in this area. The predominant land use in this region is agricultural production and the type of soils, availability of drainage and irrigation water make this area acceptable for orchard use. The predominant crops are peaches, prunes, walnuts and almonds. Some field crops and specialty crops can be found in the region. With the exception of older subdivision tracts, pre 1978, housing is limited to farm homes and mobile homes. Some large quasi-open space uses, including large church complexes with recreation areas and a golf course is located in the region. The roads, drainage facilities and availability of water and sewage disposal facilities are developed to support the rural community and are not designed nor intended to supply the needs of a urban population.

2) Flood Plain: This land use classification is intended to apply to the land area which lies between the low water level and the levee of the Feather River. This area is reserved for the controlled flooding of the Feather River and all other uses within this region are accessory and subordinate to this use. The area is subject to the regulations of the Federal Emergency Management Agency, the U. S. Army Corps of Engineers, the California Department of Resources, the Reclamation Board and Levee Districts No. 1 and No. 9 or any successors in interest.

#### B. Residential Designations

Residential uses can vary widely in their physical development of the land and the impact or intensity of use of the land. Features which affect that impact are density of dwelling units, intensity of population, dwelling type, dwelling bulk and height and dwelling coverage. Each of these features, plus many more, act together to create distinctive living environments. These environments may be the typical single-family, detached residential neighborhood which is so common in typical suburban sprawl, or it may be high density apartments.

Residential land use is divided into three classifications based upon dwelling unit density with corresponding population density ranges. Within the Urban Area boundary the three residential classifications are as defined below:

1) Low Density Residential (LDR) - This land use classification is intended to develop at a density of not less than 2.0 dwelling units per acre and not more than 8.0 dwelling units per acre. Corresponding population ranges, depending upon

dwelling unit density and types, would be from 4 to 20 people per gross acre. Typical dwelling types that are to be expected under this classification are single-family detached houses, duplexes on 8,700 square foot plus net lots, mobile home parks, and low-density cluster housing, townhouses and condominiums.

The LDR classification is the largest single residential land use. Approximately 55 percent of all new dwelling units will be located in this classification. It is intended to provide a spacious, open neighborhood, conducive to raising families. Properties developed under this classification should not exceed 40.0 percent coverage of individual lots by buildings. Lot sizes should range from 5,000 square feet to 20,000 square feet net lot area, with at least 4,360 net square feet of land area per dwelling unit. The population projected in the plan would require about 1,200 acres of land to accommodate those expected to live in low density development by 2005.

2) Medium Density Residential (MDR) - The Medium Density Residential classification is intended to develop at a density of not less than 7.0 dwelling units per acre and not more than 30.0 dwelling units per gross area. Population density will range from 15 to 40 people per gross acre. Typical dwellings that are to be expected under this classification are single- and multiple-story apartments, garden apartments and condominium projects of both "flats" and townhouse configuration.

This classification is intended to encourage a variety of multiple-family residential living environments, while retaining some of the openness of the Low Density Residential classification. Duplex and triplex development can occur under the lower range of density while garden apartment and townhouse development can occur in the upper range, with each of these types of development maintaining an open atmosphere. Lot sizes should be a minimum of 5,000 net square feet with a minimum of 2,500 square feet and a maximum of 6,000 square feet of net land area per dwelling unit. Maximum building coverage, including paved area, should not exceed 70.0 percent of the net area of each project. The population projected in the plan would require about 200 acres of land to accommodate multi-family development anticipated.

3) High Density Residential (HDR) - The High Density Residential classification is intended to develop at a minimum density of 15.0 dwelling units per acre up to a maximum of 45 dwelling units per acre. Corresponding population ranges are 30 to 100 people per acre. Typical dwelling types would be forms of multiple-family housing; e.g. condominiums, apartments and senior citizen housing. Maximum building coverage should be 30 percent. Because of the substantial density of both dwelling units and population, the HDR classification is to be applied only to those properties which have immediate access to arterial streets, and then only in a manner that will not adversely affect Low Density Residential development. Less than 100 acres

of land could accommodate populations expected to reside in high density development.

#### C. Institutional and Professional Designations

The function of this classification is to provide the establishment and concentration of professional and institutional services and to provide a buffer between incompatible land uses.

Typically this designation includes medical and law offices, hospitals, clinics and other professional and general office space. The City of Yuba City has created a zoning district to facilitate office and institutional development in areas appropriate for such use. This designation is provided at various locations throughout Yuba City, often in close relationship to neighborhood or community oriented facilities. A study of the Live Oak Boulevard corridor in 1978 focused on office usage along this frontage as well as in the vicinity of Fremont Hospital.

Office buildings are generally located in freestanding buildings, however, some general offices and financial institutions are also integrated into shopping center complexes. Most offices are utilized on weekdays between 9 a.m. and 5 p.m. and do not conflict with surrounding land uses in the evenings or on the weekends.

Projections of employment demands indicate that growth in the service sector will be one of the important factors of economic development. Thus careful consideration needs to be given to the future location and design of office space to satisfy the need within the community for such services.

This use can be compatible with most other uses. Design of institutional and office areas should include consideration of amenity, bulk, site relationships and height of buildings. Building coverage should not exceed 40 percent of the lot area to allow for landscaping, parking and accessways. The ratio of the total floor area of all stories should relate positively to the building site area so that a floor area ratio of 2 to 1 may be appropriate in the Yuba City area. The placement of buildings on the site should respond to both the site and surroundings such that: 1) single or multiple story buildings are set away from single family residential areas at a 1 to 1 ratio, 2) are set away from streets at a 1 to 1 ratio, and 3) provide landscaped open space adjacent to all sides containing openings. The height of buildings in the Yuba City area should be limited to six stories to maintain a suburban skyline. About 25 acres of land may be needed to accommodate the needs for office and institutional use during the period covered by this Plan.

#### D. Commercial Designations

Commercial uses are generally considered to be in one of four major types of business classifications: a) offices, b) retail stores and personal services, c) commercial services, and d) wholesale and distribution. Office uses, although allowed in commercially designated areas, should generally be relegated to the Institutional and Professional designation. Wholesale and distribution activities are designated as light industrial uses. Therefore, the commercial designations of this Plan are intended to primarily provide locational opportunity for retail stores and personal and commercial services activities. All other uses occurring under this designation, including accessory or incidental activities, shall clearly be secondary and supportive of commercial uses on the same site except in areas specifically treated for mixed use.

Commercial locations in the community have developed historically to meet the needs of the population it served. When the population's primary mode of transportation was horse drawn vehicles or foot, commercial uses tended to concentrate in one central location to provide ease of comparative and multiple stop shopping for the pedestrian. With the post WWII boom, the development of suburban lifestyles and ease of transportation, strip commercial development along major streets became dominant. That trend and the development of outlying shopping centers with plenty of parking placed the old city commercial core at a competitive disadvantage since it was pedestrian oriented and generally lacked adequate parking.

In the early history of Yuba City, it appears that the area of First and Second Streets near Bridge Street was the first core commercial or central business district in Sutter County. As the community grew, the threat of flooding increased, the levees were built in this area forcing the central business district to relocate to Plumas Street. Typical of older, downtown central business districts, Plumas Street has insufficient parking to meet the needs of today's commercial uses, but maintains a strong, viable shopping area of about 360,000 square feet of commercial floor area. The bulk of this floor area is utilized by community retail uses and specialty shops.

Since the early to mid 1970's, the primary commercial area of the Urban Area has shifted to Colusa Avenue between Highway 99 and Plumas Street. This area is a typical strip commercial type of development. Shoppers arrive in a single car, shop in one store, and then drive home or to the next store. There is extremely little, if any, pedestrian movement between stores and almost no opportunity for comparison shopping without driving to another store. Typical of strip commercial development, traffic increases and the numerous driveways along Colusa Avenue leading to the individual stores are increasing congestion and decreasing the traffic service level of Colusa Avenue. As this congestion increases it decreases the desirability of Colusa Avenue as a

commercial area and encourages the development of alternative commercial locations.

The Colusa Avenue commercial area is expanding to the north and south in the vicinity of Gray Avenue. Including the 120,000 square foot Crossroads project, this area appears to have sufficient vacant land remaining for about 500,000 square feet of new commercial floor area. The Yuba City Mall will utilize about 345,000 square feet of commercial floor area by 1989.

With the commercial expansions that have occurred in the Colusa Avenue area over the period from 1970 to 1988, the shift of the Urban Area's central business district from Plumas Street to Colusa Avenue and the development of Colusa Avenue as a sub-regional shopping complex was confirmed. With the addition of 345,000 square feet of additional commercial floor space in the Yuba City Mall and the potential for 155,000 square feet of additional commercial floor space in the core area, the area's growth from a sub-regional shopping center to a regional center seems apparent.

The growth of residential neighborhoods has stimulated commercial activities directed at providing retail sales and services for those neighborhoods. Commercial service has changed from the small "mom and pop" grocery serving just those residents within walking distances, to the accessible convenience store and larger neighborhood shopping centers serving 3,000 to 10,000 people. These centers which provide the day to day needs of a residential neighborhood vary in size from 2 to 7 acres and, because of their high volume of traffic and desire for visibility, are usually located on a major arterial street. These centers are also within or adjacent to residential development. Importance of adequate design throughout to buffer and protect adjacent residential uses cannot be understated.

1) Neighborhood Commercial NC: This designation is intended to provide convenience retail and service commercial areas convenient to residential neighborhoods. Uses permitted under this designation should include such businesses as can be directly associated with convenience to passers-by or surrounding populations. Design of neighborhood commercial centers should utilize from 1/2 to 3-1/2 acres with frontage on and access to at least one arterial street and insure amenity to blend with adjacent neighborhoods. Building coverage should not exceed 30 percent of the lot area. The buildings should limited in height to one story with a floor area ratio of 1 square foot of building per 3 square feet of building site. The placement of buildings on the site should provide landscaped setbacks of at least 1 foot per foot of building height from adjacent streets and any residential area. Based upon existing development about 15 acres of new neighborhood commercial areas should be utilized during the time frame of this Plan.

2) Community Commercial CC: This designation would be applied to areas intended for use by the entire Urban Area. Major chain grocery stores, drug/sundry stores, hardware stores, small department stores and the like would be principal tenants in such area. Design of community commercial areas should utilize 5 to 12 acres, or more if covering existing strip development, with frontage on and access to at least one arterial street. Building coverage should not exceed 50 percent of the lot area. The buildings should be limited to a floor area ratio of 1 square foot of total floor area of all stories to 1 square foot of building site. The placement of buildings on the site should provide landscaped setbacks from adjacent streets and non-commercial properties of at least 1 foot for each 1 foot of building height. Maximum height of buildings should be 2 stories. Very little new community commercial land is expected to be needed during the development period of this Plan. Redevelopment of existing areas should occur under the new standards.

3) Regional Commercial RC: This designation is intended to designate the location of commercial areas used by the entire region. Principal tenants in such areas would be major chain department stores and concentrations of retail shops and services catering to regional needs. Design of regional commercial areas should utilize 30 acres or more with frontage on and access to major streets. Building coverage should not exceed 30 percent of any lot area. The buildings should not exceed a floor area ratio of 1 square foot of total floor area of all stories to 1 square foot of building site. The placement of buildings on the site should provide landscaped setbacks adjacent to all streets and non-commercial properties equivalent to 1 foot for each foot of building height. Maximum height of buildings should not exceed 6 stories. No new regional commercial area is anticipated to be necessary during the period of this Plan. Additional designated areas would be contrary to the goals of proper development. Redevelopment of existing areas should be encouraged.

#### E. Industrial Designations

Industrial activities may involve the processing, handling and creating of products, and research and technological processes. The current Urban Area Plan and prior zoning regulations allowed all retail commercial activities to operate in the industrial designations. Now commercial uses are only permitted by special use permits. This would permit heavy industries including manufacturing, assembling, fabrication, bulk handling of products, storage, warehousing, and heavy trucking to operate without the interference of traffic brought on by retail sales. Light and heavy industries would conduct their operations internally in designated areas and minimize the external effect of traffic congestion, noise, glare, air pollution and fire and safety hazards on adjoining districts. Provision of mixed use operations permitting commercial/industrial uses to coexist must be carefully analyzed

to avoid conflict. The industrial designation for this Plan are split into two categories to serve the full spectrum of industrial uses.

Historically industrial uses such as the railroad switching yard between Bridge Street and Reeves Avenue, and Del Monte Cannery site on B Street were located away from the main business core when that core was along First and Second Streets. As this commercial core moved to Plumas Street, these industrial uses were surrounded by commercial and residential development. This Plan, in association with current trends, once again places industrial designations on the outer edge of the City. Primarily these locations are along major arterials such as Highway 20, Garden Highway, Market Street and George Washington Boulevard.

1) Light Industrial LM: This designation is intended to accommodate industrial operations and facilities which produce little or no external noise, odors, glare, air pollution or fire or safety hazards. Principal occupants of areas designated for light industrial usage would range from warehouse to processing plants. Mixed commercial/industrial use may occur under specially devised plans. Design of industrial areas should include adequate circulation on roads connecting directly to major thoroughfares or highways and avoiding commercial and residential areas. Building coverage should not exceed 50 percent of any site. The buildings should not exceed a floor area ratio of a total of 1 square foot in all stories per 1 square foot of building site. Landscaped setbacks from adjacent non-industrial property and from streets should be provided at a rate of 2 feet for each 1 foot of building height. The maximum height of industrial buildings should not exceed 2 stories. About 200 new acres of light industrial land may be needed to facilitate the industrial employment base.

2) Industrial HM: This designation is intended to accommodate all industrial usage. Industrial designations should be located away from any residential areas. External evidence of industrial operations such as noise, odor, glare, air pollutions and fire or safety hazards should be reduced through best available technology. Design of industrial areas should include adequate circulation on roads connecting directly to major thoroughfares or highways. Building coverage should not exceed 50 percent of any site. The buildings should not exceed a floor area ratio of a total of 1 square foot in all stories per 1 square foot of building site. Landscaped setbacks from adjacent non-industrial property and from streets should be provided at a rate of 2 feet for each 1 foot of building height. The maximum height of buildings should not exceed 6 stories. About 100 acres of new industrial land should be designated to facilitate industrial employment. Redevelopment of existing industrial areas should be encouraged.

#### F. Quasi-Public and Public Designations

Most land use designations under a General Plan are concerned with the development of private property. The Quasi-Public and Public (P) designation which deals primarily with the development and location of public uses (e.g. library, police station, parks, waste water treatment plant, etc). The size and nature of these activities can be extremely diverse, ranging from a small "mini" or "pocket" park of less than a quarter of an acre up to over one hundred acres for the Sutter County Airport.

Uses under the P designation can generally be categorized into three sub-groups based upon function -- education, recreation, and public services. The Urban Area General Plan does not differentiate between the three sub-groups in defining a separate land use designation for each. Instead, the plan specifies specific policies for each sub-group which are intended to provide guidance in determining conformance with the General Plan and compatibility of zoning.

Design and development of quasi-public and public sites should comply with standards for institutional and professional office designations.

#### G. Nonconforming Uses

A nonconforming use is an activity, structure or use that was lawfully established at one time according to the codes, policies and regulations then in effect. However, because of changes in those codes, policies or regulations over time, that lawfully established use no longer complies and is, therefore, termed nonconforming. An important point to note is that in order to have the status of a nonconforming use, the activity, structure or use must have been lawfully established at some earlier time.

Nonconforming uses may not conform to either the Zoning Regulations or the General Plan, or both. Some generalized examples of non-conformity are single-family residences under industrial zoning in areas planned for multiple-family dwellings or commercial uses in areas under multiple-family zoning planned for single-family dwellings.

This General Plan ameliorates many of the non-conforming problems of the past 1978 General Plan and applied zoning. It does so in the following manner:

1) Specifying land uses that more closely reflect prior development trends in order to protect and enhance existing residential, commercial, industrial and office uses; and

2) In those areas where changes of land use or changes in the application of the Zoning Regulations occur, policy revisions in the Zoning Regulations have been included to avoid the

creation of nonconforming uses and clarify the continued right to exist and operate as a nonconforming use; and

3) For those activities or uses which are nonconforming as to the General Plan, policies have been developed which clarify the rights to continue, operate and maintain this type of non-conforming use.

Plan

1. Goals:

- a. Establishment and preservation of adequate space for community growth.
- b. Refinement of existing and future developments to assure compatibility.
- c. Promotion of accessibility between home, job, shopping, education, recreation, and social and cultural facilities and between industry and workers, materials, power and markets.
- d. Economical use of community resources to accomplish the most improvement at the lowest cost.
- e. Separation of incompatible usage and association of compatible and mutually beneficial uses.

2. Policy: It is the policy of the City that:

- a. Areas designated on the attached General Plan Land Use Map, 1988, shall be developed in accordance with the designations specified on the following table:

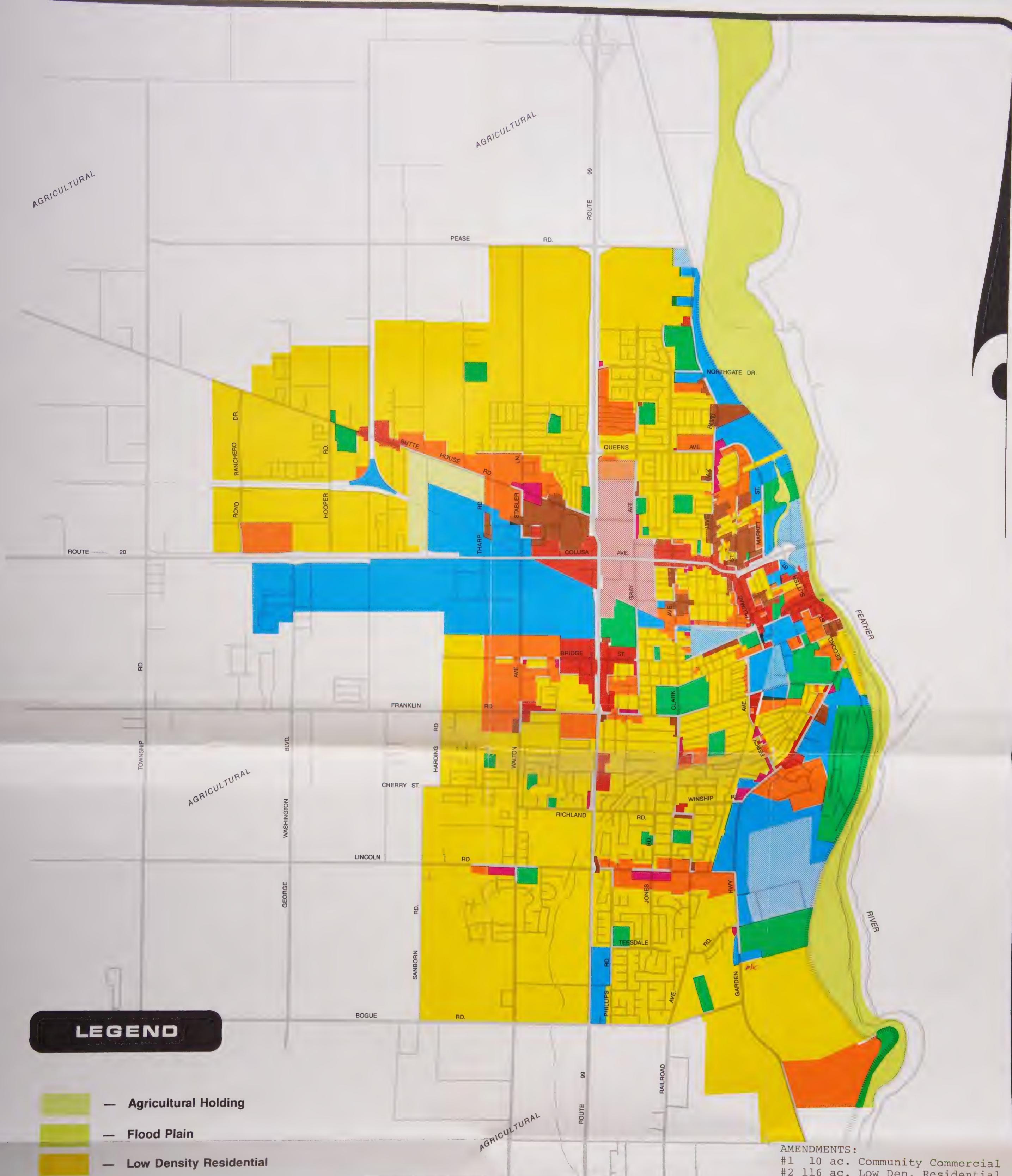
General Plan Designation Table

Factor	A	FP	LDR	MDR	Designation							P
					HDR	IP	NC	CC	RC	LM	HM	
Land Use												
Agricultural	X	X										
Residential					X	X						
2-8 units/ ac.			X		X							
4-30 units/ ac.				X		X						
21-45 units/ ac.						X						
Institutional-Office							X					
Commercial								X	X			
Neighborhood								X		X		
Community									X			
Regional										X		
Industrial											X	X
Light											X	X
General											X	
Public/Quasi-Public	X*											X
Compatible Zoning	AH	FP	R-1/R-2	R-2/R-3	R-3	IP	C-1	C-2	C-3	M-1	M-2	PF
Building Coverage			40%**	70%**	30%**	40%	30%	50%	30%	50%	50%	40%
Floor Area Ratio							2:1	1:3	1:1	1:1	1:1	2:1
Building Area												
Setback/Height												
Street						1/1	1/1	1/1	1/1	1/1	2/1	2/1
Other Use						2/1	1/1	1/1	1/1	1/1	2/1	2/1
Building Height												
Stories		2		2		6		1	2	6	2	6
Arterial Street							X		X	X		
Frontage												

\*Parks

\*\*Includes all paved or roofed areas except swimming pools, sunscreens and architectural landscape features.

- b. Compatible uses not specified in the Table may be established if permitted by zoning.
- c. Development of the Urban Area shall include infill of undeveloped parcels.
- d. Development shall be compatible with other policies of this plan.
- e. Consolidation of existing commercial development shall be encouraged.
- f. Development of the urban fringe should not occur.
- g. Non-conforming uses shall be encouraged to redevelop to be compatible with the General Plan designation.
- h. Parcels should be accumulated to create adequate building sites.
- i. Subdivision of commercial land will be discouraged.



**AMENDMENTS:**

- #1 10 ac. Community Commercial
- #2 116 ac. Low Den. Residential
- #3 .66 ac. Community Commercial
- #4 5.5 ac. Low Den. Residential
- #5 20 ac. Community Commercial
- #6 18.56 ac. Comm. Commercial
- #7 .18 ac. Med. Den. Residential
- #8 7.73 ac. Low Den. Residential
- #9 Central City Specific Plan
- #10 18+ ac. Pub. & Quasi Pub.
- #11 5 ac. Community Commercial
- 9.6 ac. Pub. & Quasi Pub.
- 9.7 ac. Med. Den. Residential
- #12 Market Street Study Area
- #13 Colusa/Onstott Study Area
- #14 37 ac. Low Den. Residential
- #15 .06 ac. Instit & Professional
- #16 10.5 ac. Light Industrial
- 1.88 ac. Neighborhood Comm.

ADOPTED BY THE YUBA CITY COUNCIL OCTOBER 2, 1989 RESOLUTION NO. 7811

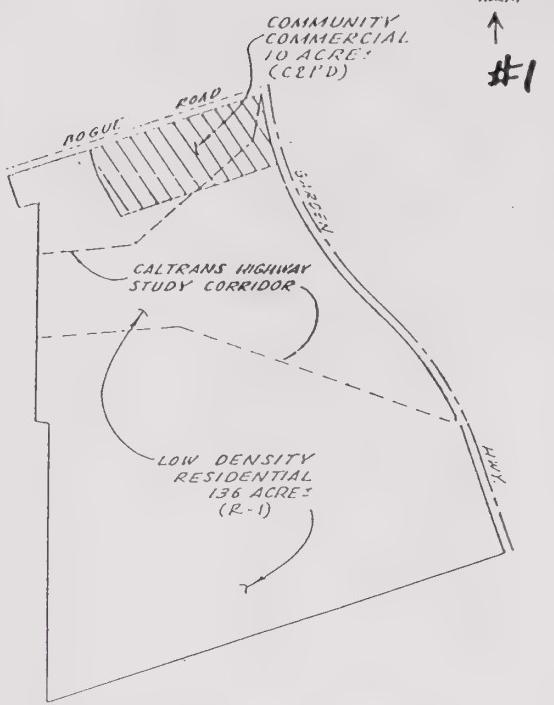
CITY OF  
**YUBA CITY**

PLANNING  
DEPARTMENT

1989

**URBAN AREA GENERAL PLAN**  
LAND USE MAP





APN 22-080-28  
APN 23-040-15  
EXHIBIT A'

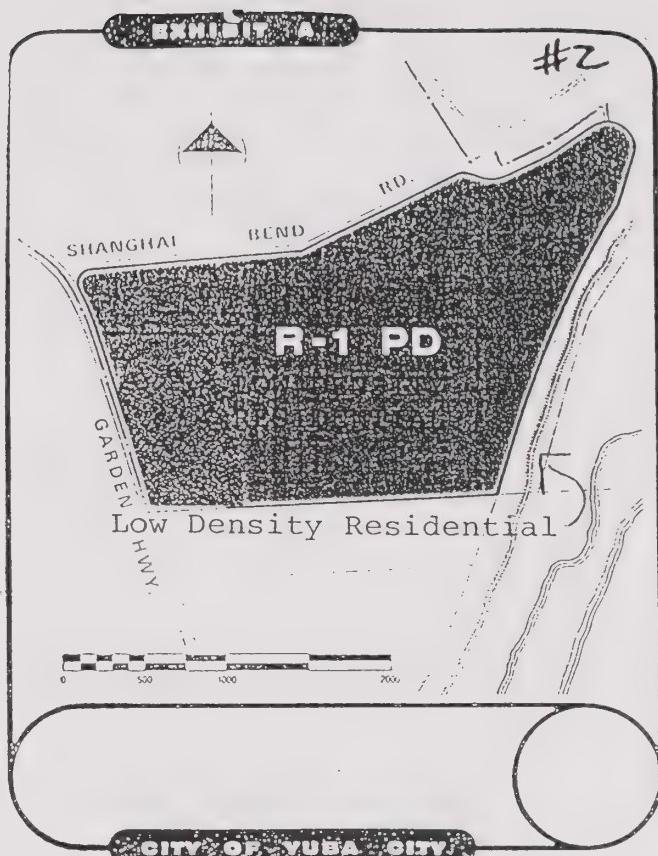


EXHIBIT A

#3

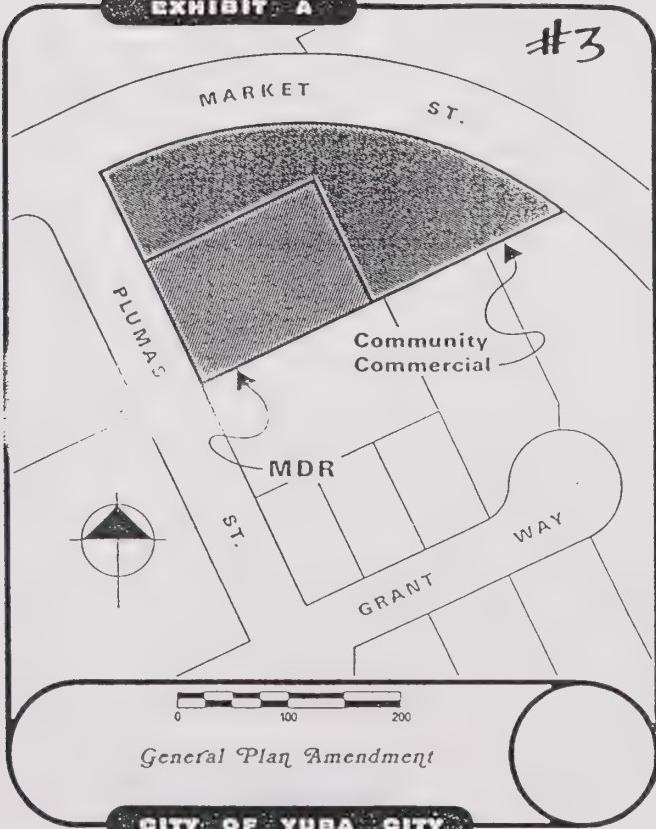
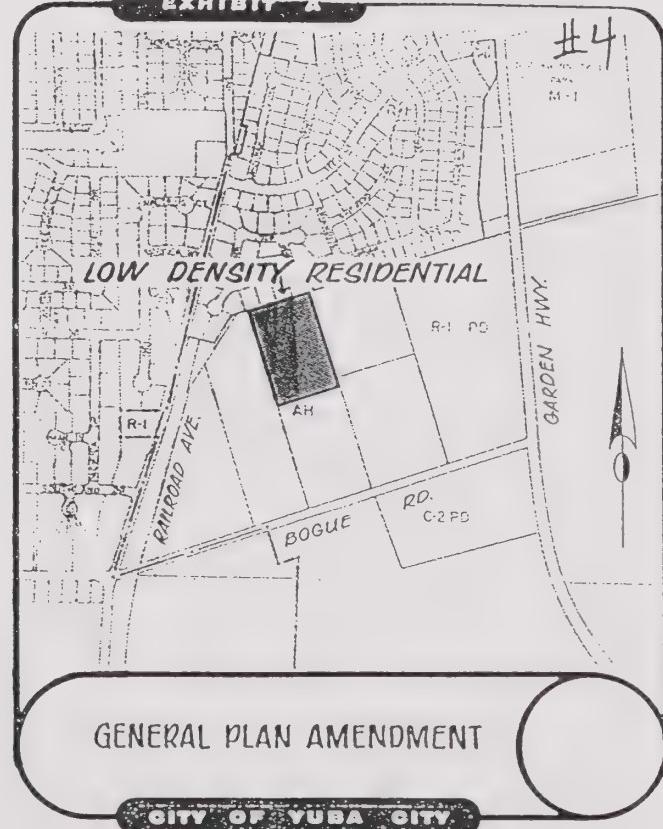
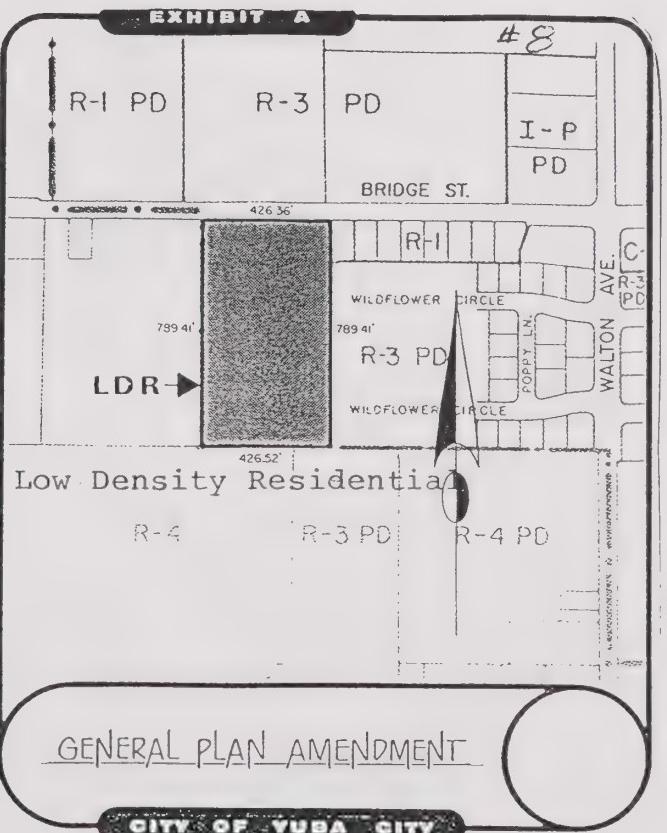
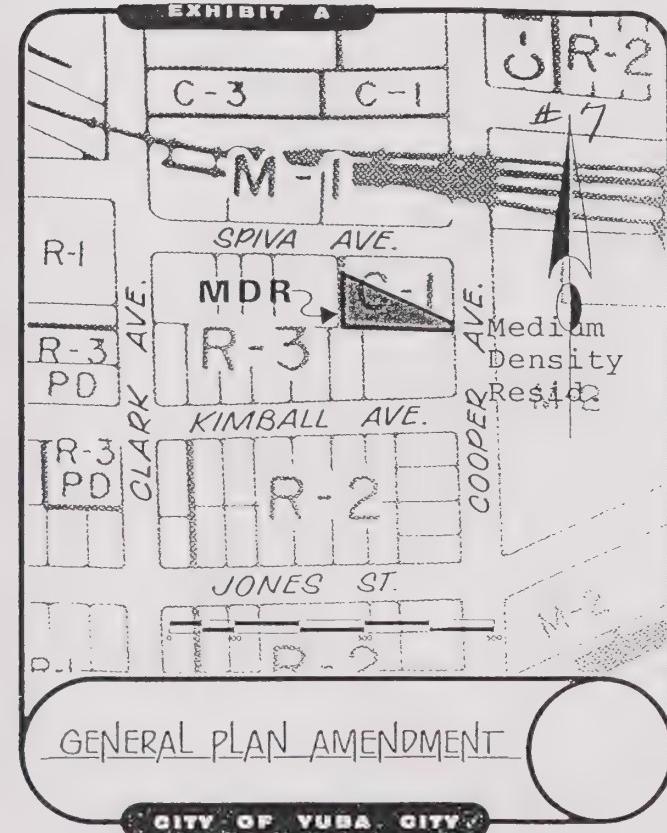
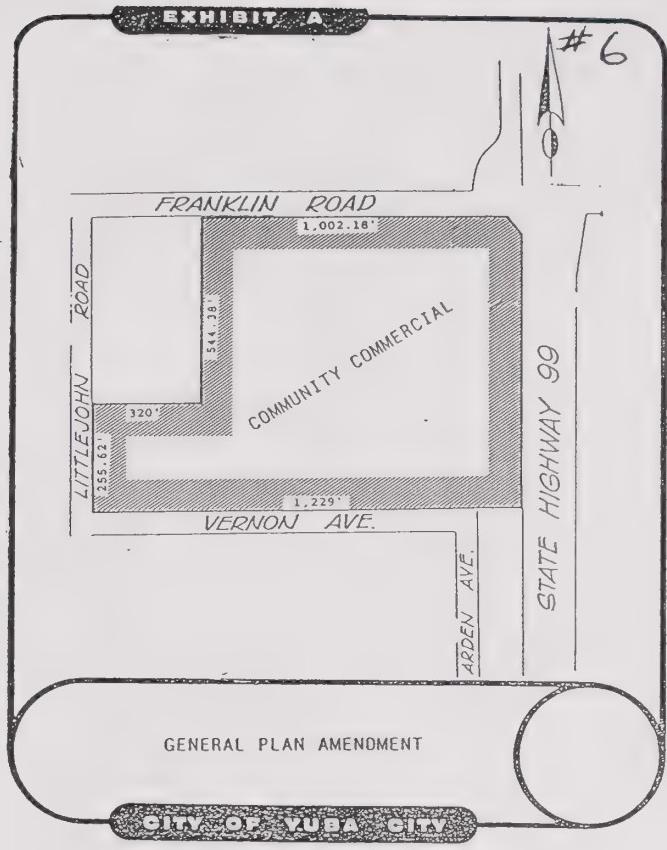
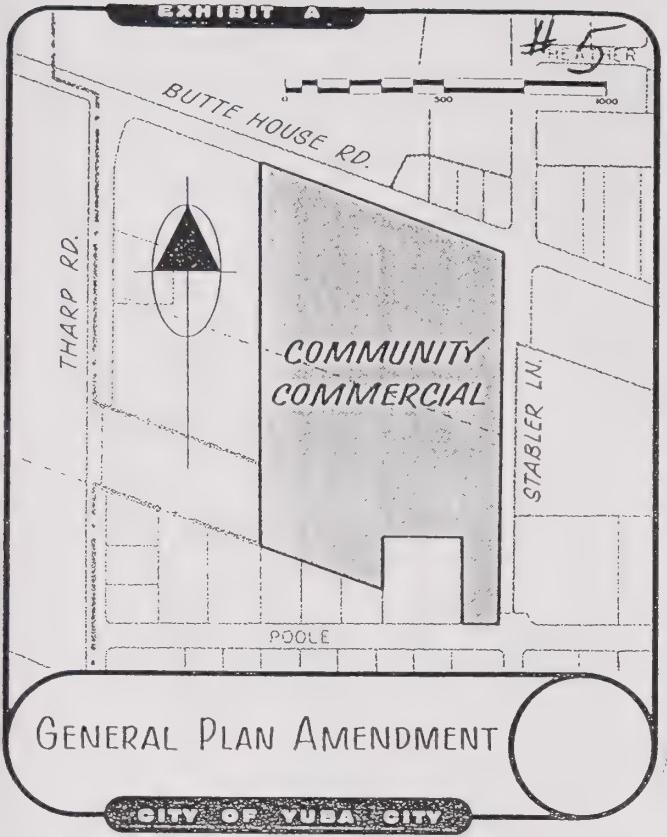


EXHIBIT A

#4









# EXHIBIT A

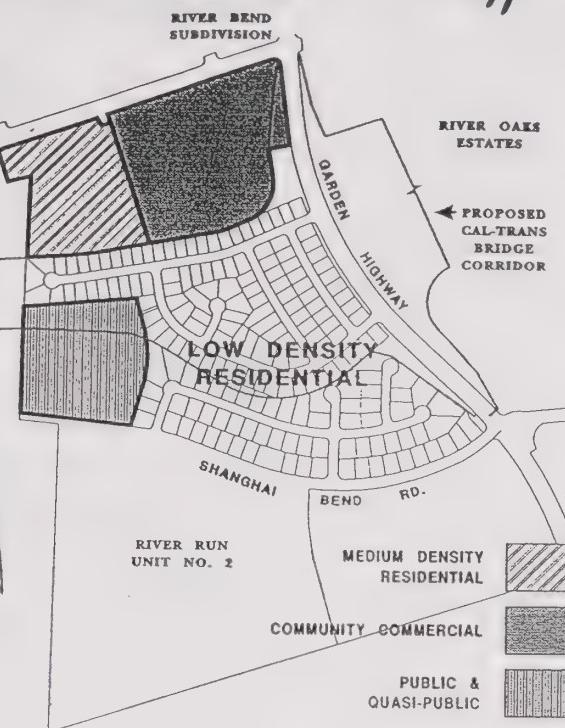
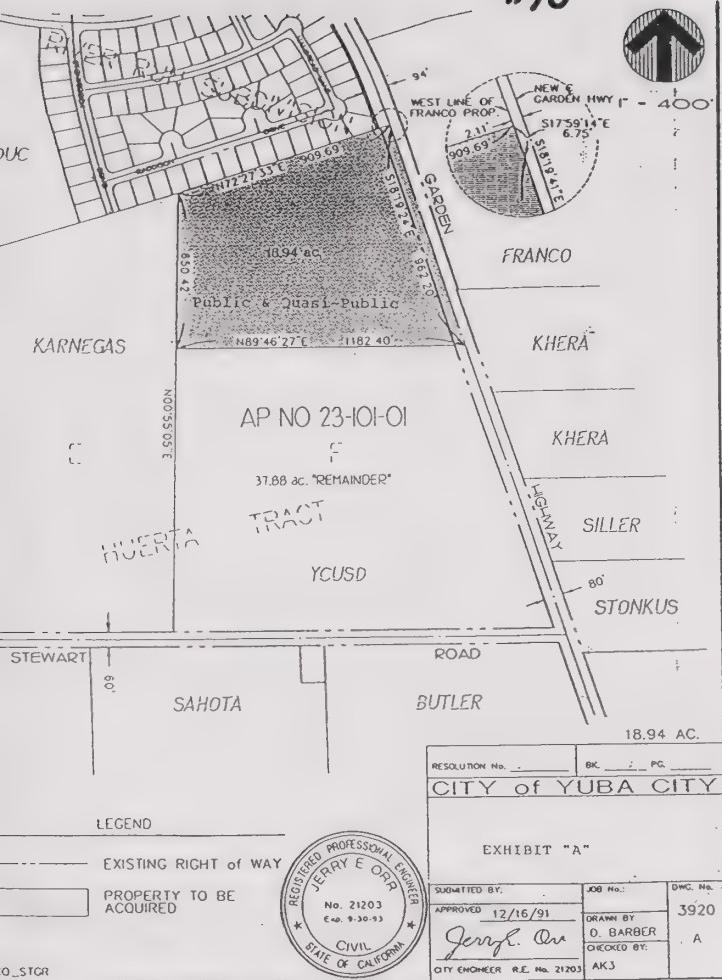
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## GENERAL PLAN AMENDMENT

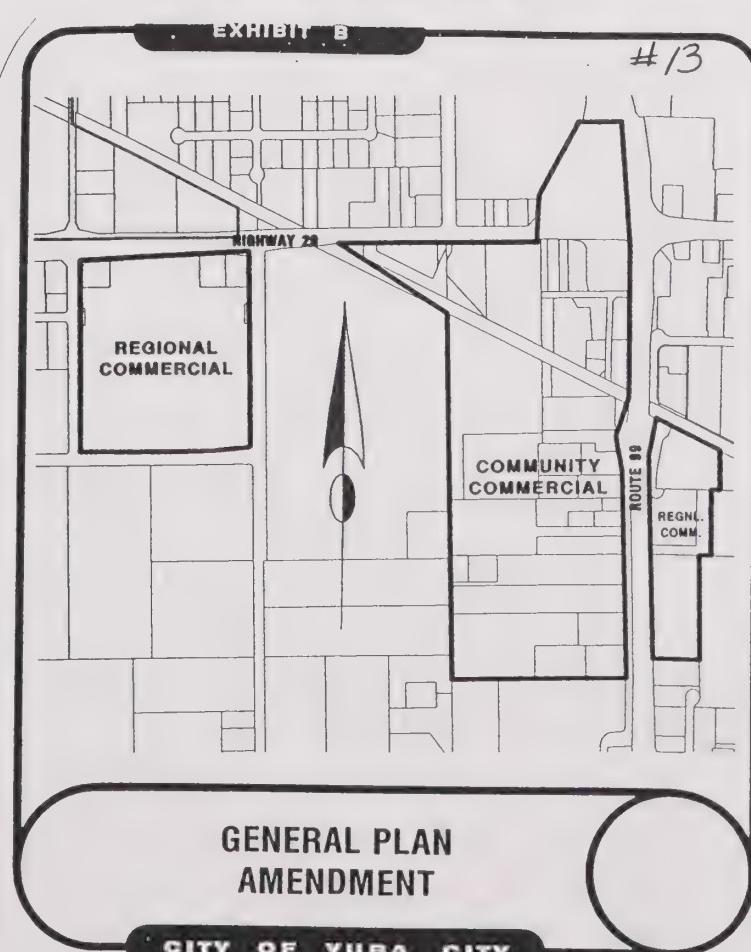
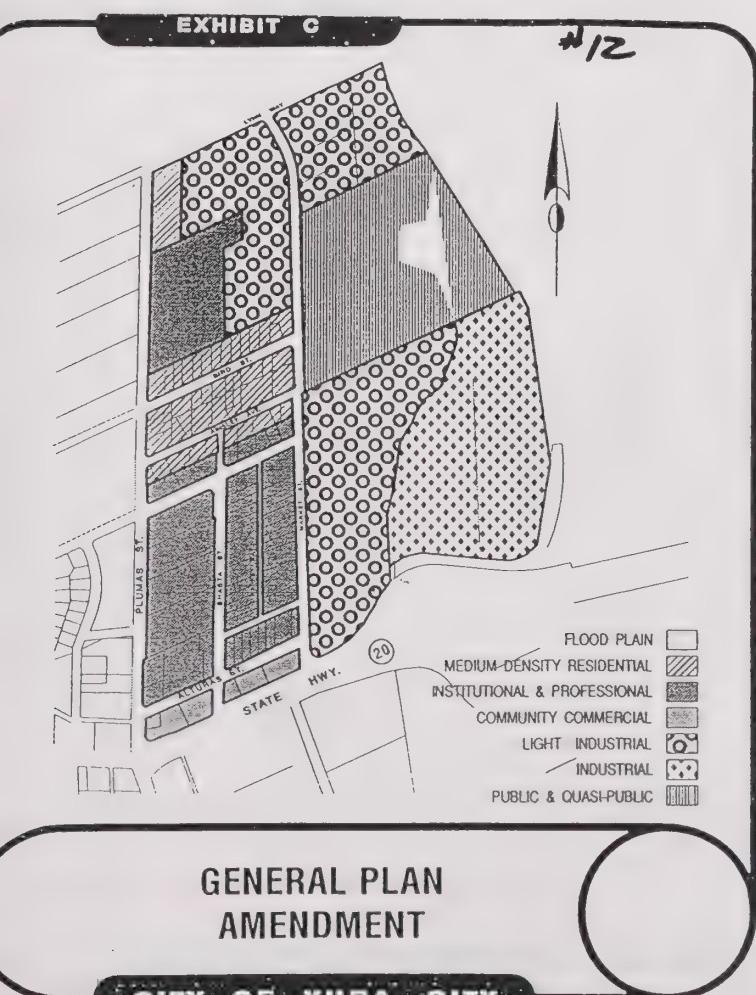
CITY OF YUBA CITY





## GENERAL PLAN AMENDMENT

CITY OF YUBA CITY





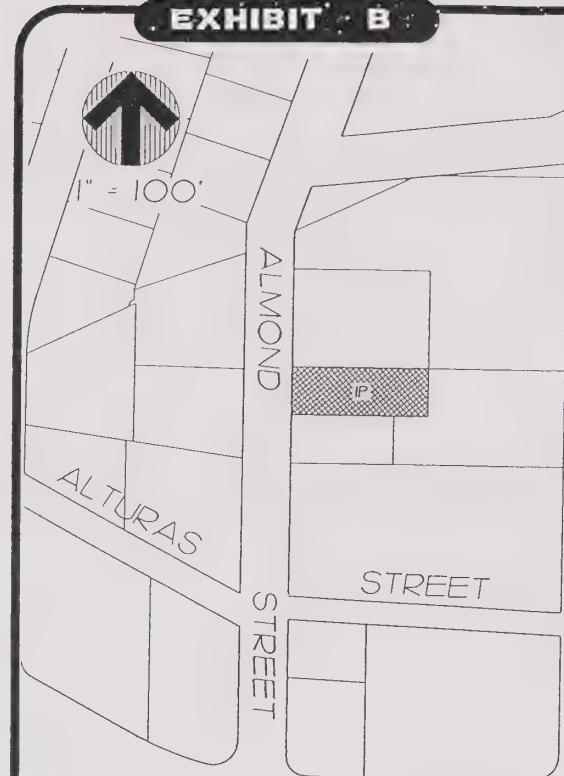
**EXHIBIT A**

#14

PEASE ROAD

**EXHIBIT B**

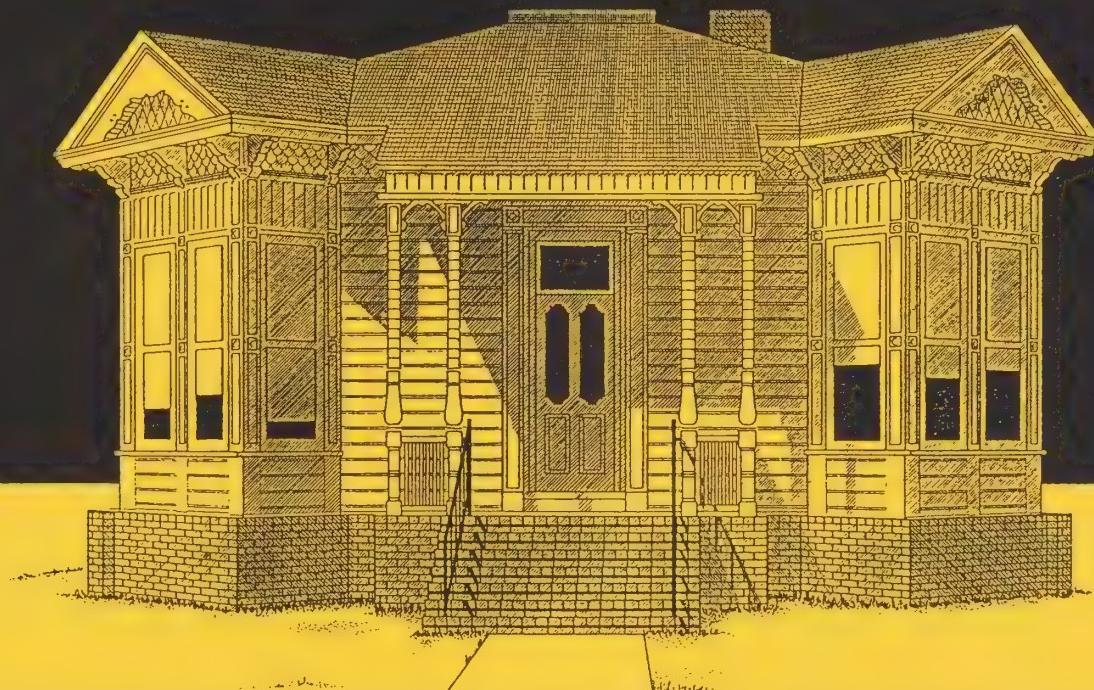
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**GENERAL PLAN AMENDMENT****CITY OF YUBA CITY****GENERAL PLAN AMENDMENT****CITY OF YUBA CITY****EXHIBIT A**

#16

**GENERAL PLAN AMENDMENT****CITY OF YUBA CITY**





**1991  
HOUSING ELEMENT  
OF THE  
CITY OF YUBA CITY**

**Adopted by the City  
Council 8/7/91  
Revised 12/1/92**



## F. HOUSING

### Analysis

#### 1. Population

Based upon Department of Finance county population estimates distributed by historical patterns, the Urban Area will contain 57,650 people by 2005. Table F-1 shows the population projections in five-year intervals. The table also makes estimates for group quarter populations relative to county populations.

TABLE F-1

POPULATION ESTIMATES AND PROJECTIONS  
(January 1st of each year)

	1980	1985	Total Population by Year			
			1990	1995	2000	2005
Sutter County*	51,753	57,574	63,600	68,300	72,000	75,600
Yuba City Urban Area**	37,475	42,673	47,240	51,280	54,460	57,650
Yuba City***	18,339	21,079	23,960	26,120	27,820	28,782
Group Quarter Population						
Sutter County	503	563	660	730	780	830
Urban Area	385	455	500	560	600	640
Yuba City	337	407	450	500	540	580

\*Source: State of California Department of Finance

\*\* Assumes 85% of county projected population growth is in the urban area.

\*\*\* Assumes 46% of county projected population growth is in the city.

County growth outside the Urban Area between 1980 and 2005 is expected to be a little over 3,350 people. The Urban Area will grow by about 20,500 people in the same period.

#### 2. Housing Units and Households

Projections of the number of housing units needed by the year 2005 are based upon estimates of population, household size and vacancy rate. In the 1990 Census, Yuba City contained 27,437 people and an average household size of 2.48 persons. According to the Sacramento Area Council of Governments (SACOG), Yuba City had a vacancy rate of 5.53 percent in 1990. The number of housing units counted by the 1990 Census in the City was 11,068. Similarly, the Census counted 66,415 people in Sutter County and an average household size of 2.74. In 1990, SACOG calculated the County's vacancy rate at 6.84 percent. The Census count of housing units in all of Sutter County was 24,163 for 1990. The higher average household size and vacancy rate in Sutter County is attributable to lower density residential development and the proportion of rural housing. Vacancy rates in the Urban Area do not appear to substantially vary between incorporated and unincorporated territory.

Table F-2 provides projections of the number of households and housing units necessary to accommodate populations projected by the Department of Finance. The number of households assumes an average household size of 2.7 for the Urban Area and 2.4 in the City. It excludes group quarter populations. The housing units needed for those households assumes a 5 percent vacancy rate.

TABLE F-2

HOUSEHOLDS AND HOUSING UNITS  
QUARTER PROJECTIONS

		Households by Year			
		<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>
Urban Area		18,357	20,890	22,286	23,712
City		10,887	12,987	14,088	15,563
		Housing Units by Year			
		<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>
Urban Area		16,848	19,814	21,279	22,794
City		10,285	12,370	13,528	15,065

Source: Yuba City Planning Department and SACOG.

SACOG counts indicate that the housing needs are being met. Overall, between 1990 and 2005, there would be an Urban Area need for 5,945 housing units. An average of about 396 units per year would accommodate projected populations. In 1988, 1989 and 1990, more than 400 housing units on the average were started each year in the City; the low being 175 in 1988 and the high being 796 in 1990.

Historically, the Urban Area housing stock has been a mix of 55 percent single-family and 45 percent multi-family units. Recent growth trends show the area moving closer to the state-wide 60% single-family/40% multiple-family housing ratio. An insignificant portion of the total has developed in mobile homes. A comprehensive apartment survey was conducted by the Yuba City Planning Department in the summer of 1991. The survey included all rental units in complexes of five or more units and found that Yuba City and the Urban Area had 3,579 rental units in 122 complexes. The vacancy rate at the time of the survey was 3.41%

Apartment Vacancy Rate By Unit Type

Unit Type	Number	Vacancy Rate	
		1990	1991
Studio apartment	54	-0-	-0-
One-bedroom unit	1191	2.96%	2.75%
Two-bedroom unit	2240	2.27%	3.10%
Three-bedroom unit	94	-0-	.30%

Source: Apartment Survey; Yuba City Planning Department, 1991

Table F-3 suggests the number of units of each type needed by 5-year increments.

TABLE F-3  
NEW CONSTRUCTION NEED

<u>Urban Area</u>	<u>Units</u>			
	<u>1990-1995</u>	<u>1995-2000</u>	<u>2000-2005</u>	<u>Total</u>
Single-family	1,209	1,029	1,032	3,270
Multi-family	989	842	844	2,675
Total	2,198	1,871	1,876	5,945

Source: Yuba City Planning Department

### 3. Residential Land Need

Most new development in the Urban Area is occurring to City standards. The Tierra Buena area is an exception because community sewer systems are not available. Some large lot, single-family residential development occurs in the City. An average of 4 lots per acre for single-family development in the Urban Area is based on 1985 to 1990 patterns. Multi-family development in recent years has intensified in density so that 25 units per acre is not unusual.

Table F-4 uses densities of 4 units per gross acre for single-family and 25 units per gross acre for multi-family development to forecast acreage of land needed to accommodate new housing needs. It correlates acreage with the numbers of units by type listed in Table F-3.

TABLE F-4  
URBAN AREA RESIDENTIAL LAND NEED  
1985 - 2000

<u>Housing Unit Type</u>	<u>Number</u>	<u>Land Required</u>
Single-family Units	3,270	817 acres
Multi-family Units	2,675	107 acres
Total	5,945	924 acres

Source: Yuba City Planning Department.

A survey of existing City vacant land in April of 1990 found 809 acres of land zoned for single-family use and apartment development. The zoning reflected the 1989 Urban Area General Plan designations.

Preliminary approvals granted on new residential projects in the Urban Area, but not yet constructed through August of 1990, include about 3,659 single-family residential lots and 236 apartment units. If those units were developed, they would serve the demand for single-family housing through the year 2007 and multi-family into 1992. Usually multi-family units are constructed shortly after approval is given.

#### 4. Affordability

The 1980 Census data indicated that 2,213 households in the Urban Area in 1979 were paying more than 30 percent of household income for housing. Almost 80 percent of those households were renters. Changes in dollar valuation and interest rates have some short-term effects upon housing affordability. Rents have increased but have remained affordable while median sales price for homes has increased at a faster pace. As shown in Table F-5, between 9/82-12/83 and 10/86-10/87, the median housing price decreased by \$6,080 from \$67,830 to \$61,750 despite the fact the number of homes sold doubled. However, for calendar year 1989, the median price had increased to \$99,714 and by 9/1990 to \$116,706. Table F-5 shows the price distribution in home sales for periods of 1982-1983, 1986-1987 and 1989-1990.

TABLE F-5  
PRICE DISTRIBUTION OF HOME SALES  
YUBA CITY URBAN AREA

Price Range	Number	9/82-12/83	Number	10/86-10/87	Number	10/89-10/90
Under \$40,000	16	( 6.2%)	21	( 3.9%)	31	( 5.4%)
\$40,000-49,999	24	( 9.3%)	26	( 4.8%)	14	( 2.4%)
\$50,000-59,999	47	(18.3%)	41	( 7.5%)	27	( 4.7%)
\$60,000-69,999	53	(20.6%)	98	(18.0%)	43	( 7.6%)
\$70,000-79,999	37	(14.4%)	95	(17.4%)	35	( 6.2%)
\$80,000-89,999	32	(12.5%)	92	(16.9%)	50	( 8.8%)
\$90,000-99,999	15	( 5.8%)	46	( 8.4%)	60	(10.6%)
\$100,000 or more	33	(12.8%)	126	(23.1%)	305	(53.9%)
Total	257	( 100%)	545	( 100%)	565	( 100%)

Source: Multiple Listing Service

Table F-6 reflects changes in median monthly rents in the Urban Area. The second portion of Table F-6 indicates the number of apartment units available based on 25% of minimum income levels for various household sizes.

TABLE F-6  
MEDIAN MONTHLY RENTS

Urban Area	1960	1970	1980	1985	1990
	\$68	\$84	\$178	\$281*	\$351*

\*Apartments and condominiums being rented.

Source: 1970 & 1980 Census, 1985 & 1990 Apartment Survey; Yuba City Planning Department

AFFORDABLE APARTMENT UNITS

Household Size	Income(1)	25% of Income	NUMBER OF UNITS BY TYPE				
			Studio	1 Bedroom	2 Bedroom	3 Bedroom	Total
1 Person	\$10300.00	\$214.58	36	32	13	0	81
2 Person	11750.00	244.79	49	67	28	0	144
3 Person	13250.00	276.04	0	0	76	0	76
4 Person	14700.00	306.25	0	0	423	0	423
Lower							
1 Person	16450.00	342.71	55	929	904	2	1890
2 Person	18800.00	391.67	55	1118	1421	19	2613
3 Person	21150.00	440.63	0	0	1996	48	2044
4 Person	23500.00	489.58	0	0	2065	48	2113

Source: (1) State Department of Housing and Community Development, 1990;  
(2) Apartment Survey; Yuba City Planning Department, 1990

Until 1983, the U.S. Department of Housing and Urban Development (HUD) used the 25% threshold as its standard to determine overpaying. In 1983, the overpaying threshold was increased to 30%. Table F-7 summarizes the number of low-income households in the Urban Area and Sutter County where monthly housing costs exceed either 25% or 30% of household income.

TABLE F-7  
LOW-INCOME HOUSEHOLDS PAYING MORE THAN  
25% OR 30% OF GROSS INCOME FOR HOUSING  
1980 Census

	25%			30%		
	Owner Occ.	Renter Occ.	Total	Owner Occ.	Renter Occ.	Total
Sutter Co.	811	2,606	3,417	655	2,071	2,726
Urban Area	569	2,170	2,739	467	1,746	2,213
Yuba City	250	1,762	2,012	183	1,432	1,615

Households needing assistance are generally defined as those low-income households (less than 80% of the area's median income level) that are overpaying. Based upon HUD's revised 30% threshold level for overpaying, there are 2,213 households in the Urban Area that are in need of assistance.

Tables F-8, F-9 and F-10 contains data on the 1979 distribution of dwelling unit ownership value and rental cost and very low, low, median and moderate household payment ceilings for gross monthly housing cost, not exceeding the overpaying threshold. Table F-9 also includes rental costs for various apartment types in the Urban Area in 1989 and 1990. Together, these tables indicate the general availability of housing to each income group.

TABLE F-8  
DISTRIBUTION OF OWNER OCCUPIED UNIT VALUE

<u>Range</u>	<u>Yuba City</u>	<u>Urban Area</u>	<u>Sutter County</u>
Under \$10,000	27	36	95
\$10,000-19,999	103	149	300
20,000-29,999	209	318	532
30,000-39,999	409	611	886
40,000-49,999	592	984	1,324
50,000-59,999	526	1,105	1,408
60,000-69,999	616	1,874	2,193
80,000-99,999	274	981	1,098
Over \$100,000	<u>132</u>	<u>656</u>	<u>802</u>
Total	2,888	6,714	8,638

Source: 1980 Census

TABLE F-9  
DISTRIBUTION OF MONTHLY GROSS RENTAL COST

<u>Range</u>	<u>Yuba City</u>	<u>Urban Area</u>	<u>Sutter County</u>
Under \$80	29	101	144
\$80-99	126	193	251
100-149	331	518	757
150-199	1,195	1,480	1,718
200-249	1,259	1,416	1,645
250-299	533	711	800
300-349	333	416	456
350-399	169	219	257
Over \$400	<u>198</u>	<u>302</u>	<u>327</u>
Total	4,173	5,356	6,355

Source: 1980 Census

MONTHLY RENTAL COSTS

Unit Type	Median Monthly Rent		Lowest Monthly Rent 1991	Highest Monthly Rent 1991
	1990	1991	1991	1991
Studio apartment	\$217	\$222	\$195	\$295
One-bedroom unit	296	301	100	425
Two-bedroom unit	374	411	200	860
Three-bedroom unit	516	555	345	925

Source: Apartment Survey; Yuba City Planning Department, 1991

TABLE F-10

CEILING LIMITS BY INCOME GROUP

Income Group*	Household Income	Monthly Gross Housing cost**	Maximum Home Purchase Price***
Very Low	\$ 6,836	\$170	\$18,281
Low	\$10,936	\$273	\$29,356
Moderate	\$16,404	\$410	\$44,089

\*Income ceilings based upon median household income of Yuba City MSA.

\*\*Assumes 30% of monthly income for housing cost.

\*\*\*Assumes 10% down payment at 12.75% annual interest.

Source: 1980 Census

TABLE F-11

URBAN AREA AFFORDABLE HOUSING BY INCOME GROUPINGS

Income Group	Ownership	Rental	Total	Households
	Units	Units	Units	
Very Low	159	1,404	1,563	2,733
Very Low & Low	483	4,635	5,118	5,268
Very Low, Low & Moderate	1,516	5,054	6,570	7,759

Source: 1980 Census

It is important to note that a great many of the units listed in Table F-11 as being affordable to specific income groups are actually occupied by people of higher income levels. Therefore, the shortfall noted in Table F-11 of low and moderate-income households to housing units should be considered an absolute minimum shortfall. A more realistic gauge of the actual need of assistance is found in Table F-7 which summarizes overpaying.

The following three case scenarios were prepared by the Housing Authority to illustrate the plight of the very low- and low-income households in their attempt to obtain housing and other necessities:

CASE SCENARIO I:

Household Size: 3

Description: 2 working heads of household/3 year old child

Job Type: Service/Minimum Wage

$\$4.25 \times 40 \text{ hours} \times 52 \text{ weeks} = \$8,840 \times 2 = \$17,680 \text{ annual}$

Monthly Gross Income: \$1,473.00

Monthly Expenses:			
	Shelter (30%) [2 BR avg. \$410]	\$ 442	
	Day Care (not including meals)	\$ 260	
	Car Insurance (1 vehicle)	\$ 70	
	Utilities - P.G. & E.	\$ 70	
	Basic Cable	\$ 18	
	Food	\$ 400	
	Gas	\$ 50	
	TOTAL	\$1,310	

This leaves a balance of \$163.00 of gross income to cover tax deductions, clothing, medical, entertainment, and vehicle maintenance.

This family is not eligible for food stamps because their monthly gross of \$1,473 is over the welfare cap of \$1,144. They can get Medi-Cal if they pay \$534 per month for share of costs which is more than a monthly private pay insurance. The average rent for a two-bedroom unit is \$410 if you can find one in the available urban housing stock; however, the rent for some two-bedroom units in local complexes actually exceeds this average \$410.

Examples:	Shelter Cove (5 yrs. old)	\$435
	Lincoln Village (15 yrs.)	\$465
	Ellis Lake, Marysville (5-6 yrs.)	\$450
	Lincoln Place (2 yrs.)	\$485
	Northgate Apts. (7 yrs.)	\$525
	Northpointe Commons (3+ yrs.)	\$430
	AVERAGE	\$465

Obviously, access and availability add to the problem of affordability.

CASE SCENARIO II:

Take the same gross household income earned at minimum wage as in Scenario I and the number of minors increased so that the household needs a three-bedroom unit. In our survey, the average three-bedroom unit was \$658, which is 45% of income for basic shelter. This family will opt to be overcrowded and/or live in substandard housing or both. In both cases, the only way these families can decrease their shelter costs and obtain decent housing

that fits their family is to look at home ownership options. There is only one possible alternative and that is to try to obtain Farmer's Home 502 single family mortgage that fits their income in the unincorporated county, such as Live Oak or Sutter City. These are the only two areas in the county that have an infrastructure and are FMHA eligible. Of course transportation costs will increase and they probably won't have medical coverage. Regardless, these families will still encounter an availability problem

This serves as examples of why we need to look at urban self-help single-family new construction and other home ownership options.

Urban self-help with CHFA financing has the potential to cost less than the \$116,700 construction costs for single-family homes in the urban city.

The task ahead is to increase the supply and affordability of not only single-family units, but also duplex and multiple-family housing in the Yuba City Urban Area to better serve the community population.

#### CASE SCENARIO III - REAL CASE SCENARIOS:

A Welfare Grant for three persons = \$694/mo. x 12 = \$8,328, which is \$512 a year less than a minimum wage job at 40 hours per week. However, this does not include the food stamps or the medical coverage through Medi-Cal that a welfare family may access if it can find a doctor to service its household.

Real Case Examples - 3 families of 3; Female Heads of Household; Income is Welfare Grant.

CONTRACT RENT	FAMILY RENT CONTRIBUTION	SECTION 8 ASSISTANCE	FOOD STAMPS
\$350	\$177	\$173	\$138
\$375	\$202	\$173	\$ 70
\$395	\$222	\$173	\$130

$$\$694 \times 12 = \$8,328 \times 30\% = \$2,498 \text{ divided by } 12 = \$208$$

If the above three single head of households were not receiving rental assistance and living in the same units with the listed rents, they would be paying 54% of their income for shelter.

#### **5. Fair Share Allocation**

As part of a Housing Element, the California Government Code requires that each local jurisdiction accept responsibility for its share of the regional housing needs within the area affected by its General Plan. The Code further requires that regional Councils of Government prepare a determination of each local

jurisdiction's fair share of the regional housing demand. Table F-12 contains data excerpted from SACOG's 1990 update of the Regional Housing Needs Allocation Plan pertaining to Yuba City. It is basically a straight line projection of needs based on 1980 data and population projections for 1996. This data corresponds with the population, housing unit, household and new construction need data found earlier in this chapter on Tables F-1 to 3. It also corresponds to the 1990 Sutter County household projections of the Department of Finance and Department of Housing and Community Development.

The projections presented in Table F-12 are based upon the continuation of the Urban Area development policies which have developed over the last ten to fifteen years. Those policies generally result in the concentration of higher density housing in Yuba City, while allowing the continuation of lower density suburban subdivision in the unincorporated portions of the Urban Area. This results in a disproportionate percentage of new housing in Yuba City in the very low and low income ranges when compared to Sutter County unincorporated, i.e., 66.6% for Yuba City compared to 12.8% for Sutter County unincorporated.

TABLE F-12  
1989 TO 1996 HOUSEHOLD DISTRIBUTION NEED

Yuba City		% of 1989		% of 1996		1989-96 Increase		No. of Units Needed
Income Category	1989	Total	1996	Total	Increase	% of Increase		
Very Low 1/	2,640	26.2%	3,107	25.7%	467	23.2%	568	
Low 2/	1,943	19.3%	2,336	19.3%	393	19.5%	478	
Moderate 3/	2,074	20.6%	2,463	20.4%	389	19.3%	473	
Above Moderate 4/	3,403	33.8%	4,169	34.5%	766	38.0%	933	
Total	10,060	100.0%	12,075	100.0%	2,015	100.0%	2,452	

1/ Very Low = Households with 50% of median family income or less.

2/ Low = Households with 51 to 80% of median family income.

3/ Moderate = Households with 81 to 120% of median family income.

4/ Above Moderate = Households with income above 121% of median family income.

Source: Regional Housing Needs Plan; SACOG, November, 1990

During 1989, 172 units were constructed in Yuba City. Of these, 110 were single-family and 8 duplex units. During 1989, 3 single-family homes were demolished. With approved financing, 49 homes were purchased through the Mortgage Credit Certificate (MCC) Program. There were also 54 multiple-family apartment units constructed.

During 1990, 405 units were constructed in Yuba City. Of these, 336 were single-family homes, 19 duplexes and 31 multiple-family apartment units. Of the single-family homes constructed, 12 were purchased by utilizing the MCC Program.

Out of the 2,452 units of basic construction needed in the allocation plan, 577 have already been constructed. Thus, the

basic construction needed from January 1, 1991 to July 1, 1996 is 1,875 units. Table F-12A includes the already constructed units, and allocates them to the four income categories.

TABLE F-12A

REGIONAL HOUSING NEEDS ALLOCATION  
YUBA CITY, 1991 - 1996

INCOME CATEGORY	BASIC NEED	1989 - 1990 CONSTRUCTION	1991 - 1996 BASIC NEED
Very Low	568	10	558
Low	478	51	427
Moderate	473	80	393
Above Moderate	933	436	497
TOTALS	2,452	577	1,875

Table F-12B shows the number of units per year that are projected for Yuba City during the period 1991 to 1996 in order to meet the housing needs allocation.

TABLE F-12B

PROJECTED NEW HOUSING UNITS  
YUBA CITY, 1991 - 1996

YEAR	NUMBER OF NEW UNITS
1991	310
1992	325
1993	335
1994	350
1995	370
1996 (through July 1)	185
TOTAL	1,875

## 6. Special Housing Needs

Every community has segments of its society which has a special or unusual housing need. Those needs in the Urban Area generally can be categorized as falling into one of three classes--those groups requiring special living arrangements, those groups requiring modified dwelling requirements, or those groups requiring emergency or temporary shelter. The following discussion centers upon the principle groups in need -- the elderly, the handicapped, the single-parent household and the large family household.

a. Elderly

The single largest identifiable group with a special housing need is the elderly. As seen in Tables F-13 and F-14 on the following page, the County's percentage of elderly population has increased in the 1980's to 11.8%, approximately the same as the State's percentage. Of even greater interest is the concentration of the elderly, 11.7% in Yuba City. The 1990 Census reveals a 30.1% increase in the elderly population of Yuba City. The concentration of elderly in Yuba City is 18.6% lower than the unincorporated portions of Sutter County.

TABLE F-13

Population Over 65

<u>Year</u>	<u>Total County</u>	<u>City of Yuba City</u>	<u>City of Live Oak</u>	<u>Unincorporated Area</u>	<u>State Average</u>
1970	3,380(8.3%)	1,305(9.3%)	198(7.5%)	1,977(7.8%)	(9.0%)
1975	4,105(8.9%)	1,685(11.1%)	294(10.8%)	2,126(7.6%)	(9.1%)
1980	5,389(10.3%)	2,245(12.0%)	303(9.8%)	2,841(9.3%)	(10.2%)
1990	7,614(11.8%)	3,216(11.7%)	448(10.3%)	3,950(12.1%)	(10.2%)

Source: 1980 & 1990 Census, Yuba City Planning Department

TABLE F-14  
Urban Area Age Group Distribution  
By Statistical Area

Age Group	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
Under 5 years	4068	100	2712	75.5	547	15.2	207	5.8	602	16.8
% Total	8.7		9.9		6.2		7.2		8	
5 - 19	10801	100	6024	60.6	2248	22.6	671	6.8	1858	18.7
% Total	23.1		22		25.5		23.3		24.7	
20 - 64	27089	100	15485	54.3	5501	19.3	1747	6.1	4356	15.3
% Total	58		56.4		62.4		60.7		57.9	
65 +	4684	100	3216	70.5	511	11.1	250	5.4	707	15.3
% Total	10		11.7		5.8		8.7		9.4	
Total	46655	100	27437	58.8	8816	18.9	2878	6.2	7524	16.1

Source: 1980 & 1990 Census; Yuba City Planning Department

Note: The totals for each area and the numbers for the City of Yuba City are from 1990 Census data. All others are straight line projections from 1980 Census data.

The concentration of elderly in Yuba City is the result of several factors. One of the most important centralizing factors is that Yuba City offers a concentration of services on which the elderly tend to draw upon more heavily.

An additional factor leading towards centralization is the availability of smaller, low-cost housing units. Although a significant number of the elderly tend to stay in their own homes, which they may have acquired many years ago, another large group tend to move towards smaller, less expensive housing units. This movement is caused by a combination of the need to reduce housing cost because of fixed incomes as well as a realization that when the children have moved away, or when a husband or wife has departed, that one or two people no longer need a three- or four-bedroom house.

Most housing for the elderly is in scattered units throughout the community. These units are either small single-family homes or apartments. A substantial portion of the single-family units owned by the elderly are owner-occupied. Three major, privately owned housing complexes for the elderly, with a total of 192 units, are located in Yuba City. In addition, the Sutter County Housing Authority has approximately 103 units at Richland Housing Center and scattered Section 8 sites throughout the area for the elderly and handicapped. Another 24 units of elderly/handicapped housing were completed in the summer of 1984 on Joann Way by the Housing Authority, with an additional 76 units which were approved under an Article 34 referendum still to be built when a site is selected and HUD approval is obtained or the availability of some other financing vehicle.

As in other communities, the rising cost of housing is greatly affecting those persons on fixed incomes. Emphasis on providing additional low-cost housing which is convenient to services should be made. Yuba City further encourages, through its Housing Assistance Plan (HAP) and the Housing Authority, the provision of additional assisted housing for the elderly.

One option that should be further studied is the possibility of reducing City requirements on elderly housing projects in order to reduce the costs. For example, one method to reduce the cost per unit is to reduce parking standards for elderly housing projects. It appears from the 1980 Census that of the 551 renter occupied households in Yuba City where the householder or householder's spouse was over 65, at least one-half had no vehicle available.

Another option available to both increase the number of units and decrease the cost of the unit for elderly housing is the use of the State's "granny housing" provisions or the City's second unit provisions. Single-family residential properties in neighborhoods where over-crowding is not a potential problem and where sufficient area exists, may support more granny and/or second-unit housing to increase the supply of very low- and low-income housing.

As noted earlier, many elderly householders reside in dwelling units that are entirely too large for one or two people. Since they generally own these units, they are somewhat reluctant to sell. Costs continue to rise and erode buying power of fixed incomes. As a means of increasing the supply of housing available to the elderly as well as a means to assist elderly householders with meeting monthly housing costs, several communities in the State have developed housing referral systems. The system attempts to make use of those "empty" bedrooms by matching up elderly householders with other elderly persons. Such a program could be facilitated by a City Housing Coordinator and possibly as a joint venture with the Housing Authority.

**b. Handicapped**

A second large group of identifiable individuals with special housing needs are those non-institutionalized persons with some form of disability. The 1980 Census does not contain housing related disability data. Table F-15 uses information on public transit and work-related disabilities to infer housing disability status.

Housing for the handicapped requires certain modification from standard construction specifications in order to provide mobility, safety and convenience to allow handicapped persons to live independently. The recently constructed 24 units of senior/handicapped housing by the Housing Authority on Joann Way and other new apartment units in the Urban Area are providing desirable features necessary for the handicapped to maintain independent living. Some older units have been modified by individuals to provide at least some of those features.

TABLE F-15

DISABILITY STATUS OF NONINSTITUTIONALIZED PERSONS

	<u>Yuba City</u>	<u>Urban Area</u>	<u>Sutter County</u>
16-64 years			
Total disabled	1,340	2,300	3,246
Prevented from working	809	1,422	2,069
Public transit disability	709	1,205	1,683
Public transit and work disability	333	493	710
65 years plus			
Public transit disability	333	476	653
	312	540	886

Source: 1970 and 1980 Census

As of September 15, 1984, the State of California required that all new apartment projects meeting minimum size requirements provide a minimum number of units fully accessible to the handicapped. This requirement helps in providing housing for the handicapped; however, given the total number of individuals represented in Table F-15 as having some form of disability, this will not be enough to meet the existing need. Therefore, Yuba City and Sutter County must continue to encourage and support efforts to provide additional modified dwellings. To this end, the City of Yuba City has identified a short-term need for additional housing units in its HAP for seniors and the handicapped. Additionally, the City has approved an Article 34 referendum allowing the Housing Authority to construct up to 100 units for seniors and the handicapped of which the 24 units on Joann Way were the first phase.

New housing to be developed with City assistance shall include handicapped units.

c. **Single-Parent Households**

Since the early 1970's a new major special housing need group has developed. That group is the single-parent household. Table F-16 summarizes 1970 and 1980 single-parent households.

Single-parent households generally face two major housing problems. The first is the affordability issue and the second is finding housing which has conveniently located child day care facilities nearby.

The affordability problem primarily affects female single-parent family heads. Table F-17 lists mean 1979 income levels for all families by household head. From Table F-17, it is apparent that those families most in need of assistance are single-parent households with a female household head. Their family income is generally about one-half of either their male counterpart's income or of the married couple's income.

TABLE F-16

	<u>SINGLE-PARENT HOUSEHOLDS</u>		
	<u>Yuba City</u>	<u>Urban Area</u>	<u>Sutter County</u>
<u>1970</u>			
Female Family Head	417	N/A	900
Male Family Head	94	N/A	269
<u>1980</u>			
Female Family Head	938	1,346	1,660
Male Family Head	209	352	509

Source: 1970 and 1980 Census

TABLE F-171979 FAMILY INCOME BY HOUSEHOLDER TYPE

	<u>Yuba City</u>	<u>Urban Area</u>	<u>Sutter County</u>
All families	\$19,206	\$22,446	\$22,253
Married couple families	\$21,385	\$24,276	\$23,700
Male householder, no wife present	\$21,890	\$18,814	\$24,086
Female householder, no husband present	\$ 9,889	\$11,963	\$11,350

Source: 1980 Census

The second issue related to single-parent households is the availability of child care services. Single-parent households with young children generally require some form of child care in order for the parent to work. The State has recognized the need for increased child care facilities through its exemption of family day care centers, serving less than 12 children, from local zoning regulations. The City allows larger day care centers with an unlimited number of children by use permit in any R-2 or R-3 Districts. The City allows full day care centers in any commercial district by right and in the industrial districts by use permit.

## d. Large-Family Households

Another group with a recognizable special housing need is the large family households. Although not specifically sampled in the 1980 Census, an inference of the degree of large family overcrowding can be gleaned by examining Census data on the numbers of households with 1.01 persons per room. The 1.01 persons per room standard is generally considered the threshold level for overcrowding. Table F-18 compares overcrowding data from 1970 to 1980.

TABLE F-18HOUSEHOLDS WITH MORE THAN 1.01 PERSONS PER ROOM

	<u>Persons per Room</u>	<u>1970</u>	<u>1980</u>
Yuba City	1.01 to 1.50	218	198
	1.50 plus	60	94
Sutter County	1.01 to 1.50	843	680
	1.50 plus	301	435

Source: 1970 and 1980 Census

One of the more interesting points in examining Table F-18 is the absolute number of overcrowded households remained almost the same from 1970 to 1980. This was despite experiencing a significant increase in the number of households in both the City and County. Two possible reasons for this lack of an increase are, 1) the general trend during the 1970's towards smaller families and, 2) the decrease in agricultural housing due to farm mechanization.

Despite the relative decline, there still exists almost 300 overcrowded units in Yuba City and many more in the remainder of the Urban Area. A great number of these units are also reflected in Table F-7 as units paying more than either 25% or 30% of the monthly household income for housing costs, since overcrowding is often associated with overpaying and low-income households.

The Sutter County Housing Authority's waiting list from May 2, 1990, which the Housing Authority indicated is fairly typical, lists only 63 households needing four-bedroom units and 5 households as needing five-bedroom units. These units represent only 6.35% of the Housing Authority's total waiting list county-wide.

**HOUSING AUTHORITY WAITING LIST**  
**Applicants as of May 2, 1990**  
**Household Income By Project\***

Annual Income	Live Oak Public	Yuba City Public	Live Oak Elderly	Yuba City Elderly	Yuba City FmHA	Section 8	Total HH
	Housing	Housing			514/516		
\$0 - 1,999	0	0	0	0	0	1	1
\$2,000 - 3,999	1	0	1	0	1	18	21
\$4,000 - 5,999	8	5	6	0	5	37	61
\$6,000 - 7,999	24	42	39	9	23	244	381
\$8,000 - 9,999	19	36	6	1	25	210	297
\$10,000 - 11,999	9	20	2	1	20	71	123
\$12,000 - 13,999	2	10	1	1	5	61	80
\$14,000 - 15,999	2	9	0	0	7	37	55
\$16,000 - 17,999	1	7	0	0	2	21	31
\$18,000 - 19,999	0	1	0	0	1	6	8
\$20,000 - 21,999	0	1	0	0	3	5	9
\$22,000 - 23,999	0	1	0	0	2	1	4
\$24,000+	0	0	0	0	0	1	1
Total Households	66	132	55	12	94	713	1072
Median HH Income	\$8,000	\$7,055	\$7,051	\$7,333	\$9,440	\$8,538	\$8,485

\* Note: 90% of the units on the waiting list are in the Very Low Income range while 10% are in the Low Income range. The Housing Authority indicates that the waiting list is reflective of its client makeup for the existing housing projects that it manages.

Source: Housing Authority of Sutter County

#### e. Farm Worker Housing

Sutter County, as an agriculturally based County, needs to provide housing for migrant workers. However, the type of farming in Sutter County is undergoing a change from labor intensive to machine-oriented crops. Because of this change, there has been a leveling-off of demand for migrant farm worker housing. Employment in agriculture has been declining slightly in the past few years and the trend is expected to continue for the next several years. The Sutter County Housing Authority maintains 304 units for use by farm and migrant laborers. Of this number a migrant farm labor project of 78 units, which is owned by the State of California and operated for a maximum of six months a year by the Housing Authority, has had no problems the last several years filling all vacant units. These available units have for the most part appeared to satisfy recent demands with little unmet housing requests.

The Farmers Home Administration has approved a 100-unit farm housing project in the unincorporated portion of the Urban Area adjacent to the Yuba City limits. The first 52 units of this project were completed in the spring of 1990. They are served by City water and sewer facilities and are anticipated to be annexed in the near future.

In addition to these publicly maintained quarters, some privately owned quarters are maintained on individual farming units in rural areas. These private units have declined in number in past years. This decline was caused by two factors--the lessening reliance on migrant workers and the increased cost of maintaining the housing units in safe and acceptable condition. The Sutter County Zoning Code allows the establishment of on-site farm housing (mobile home or conventional dwellings) in agricultural areas for workers employed on the premises without formal approval requirements by the Planning Commission or the Board of Supervisors. These units generally provide housing for long-term farm employees. Although the demand for farm labor housing may be declining, maintenance and enhancement of quality should be maintained.

#### f. Housing for the Homeless

Housing programs for the homeless are generally targeted for two client groups - (1) local residents in need of emergency and/or long term shelter and (2) transients. Transients requiring housing generally only require short-term or emergency shelter. The Sutter County Sheriff's office and the Yuba City Police Department personnel have both indicated the development of a semi-permanent transient, homeless population living along the Feather River. (Estimates available for this population group show less than 35 people.) No data exists on the proportion of families included in the estimates.

The Sutter County Housing Authority provides long-term housing assistance to County residents. The Authority is required to provide preference to those families and individuals meeting certain financial requirements that suddenly become homeless due to disaster or eviction. Unfortunately, since the Authority's units are nearly always occupied, they seldom have space available for those that suddenly become homeless. Additionally, as previously noted, the Authority only provides long-term housing, not short-term emergency housing. Those residents seeking short-term, emergency shelter must seek such help from one of several private, nonprofit organizations. The primary agencies providing such assistance locally are The Salvation Army Family Service Center, the Red Cross, the Christian Assistance Network and the Sutter County Welfare Department. Other local religious organizations also provide some housing assistance.

The Salvation Army Family Service Center administers an emergency housing program for residents of Sutter and Yuba Counties. Its program, which is funded mainly by the Federal Emergency Management Agency (FEMA), is extremely short term. It provides housing of only three days in a local motel. (The Service Center provides other assistance, providing that donated funds are available, but that other assistance is short term and generally does not exceed one week.) Under the FEMA program, all parties requesting assistance must have received an eviction notice. The Service Center does not provide assistance under the FEMA program for disaster victims.

Disaster victims, created by major disasters such as the 1986 flood or minor disasters such as an individual house fire, generally must seek assistance from the Red Cross. That agency provides short-term and some moderate-term assistance, but they are limited by available funds. During a major disaster, the Red Cross provides mass care facilities as necessary.

The Christian Assistance Network (CAN) provides financial assistance for area residents equal to one month's rent or two weeks in a local motel for victims of fire or eviction. CAN also provides temporary shelter for transients from one to three days in area motels. Because of limited funds CAN often refers requests for assistance to the Salvation Army. The Sutter County Welfare Department provides up to 28 days of housing to the homeless. Contracts with local motels in Yuba City exist to provide housing.

There are two organizations providing emergency shelter to the homeless on a consistent basis. They are the Twin City Rescue Mission and The Depot, both located in Marysville. The mission is supported by private donation and provides meals and a place to sleep to transients for up to three days. The Depot (operated by the Salvation Army), acting as a regional service for the bi-county area, also provides room and board for up to 60 days with the average stay being 22 days. All users are considered low income, however, no specific income information is available. The facility is accessible to the elderly and handicapped with a waiting list

of 2 to 5 families. The City has set aside \$20,000 in CDBG monies for The Depot to have fund operational expenses during 1991. In addition, the City applied for and received a \$9,500 grant from the HCD Rural Development Assistance Program for the Depot.

Another need for emergency housing is for those individuals who are victims of family abuse. Casa de Espananza provides shelter for battered women and children. Opened in 1977 and located in Yuba City, the shelter provides moderate-term housing extending to 60 days with the average stay being 30 days. The shelter houses all that come with 30 official beds available and more can be created when needed. All those that stay at the shelter are considered low income persons but no one is turned away due to financial status. Statistics show that 7 percent of the clients are 60+ years of age. The facility is 100 percent handicapped accessible. The shelter is partially funded through private donations. The representatives from Casa de Espananza have indicated that they are regularly asked to house 45 to 60 people. Casa is currently attempting to fund the expansion of the facility to include 15 additional beds. They note that due to State and Federal funding cutbacks, a reduction in staff and services may result.

Facilities are located primarily in Marysville to provide temporary housing for displaced juveniles, unwed mothers and alcoholics. In addition to special facilities, Sutter County has made arrangements with private homes for temporary foster care for displaced children. It appears that these facilities are adequate for the near future and a reappraisal should be done in three to five years.

Should an assistance agency or a private developer wish to establish a homeless facility in the Yuba City area, sufficient R-3 zoned land (see Land Inventory chart, Page 34) is available throughout the City to allow a choice of sites for development.

## 7. Local Housing Programs

The principal agencies providing housing assistance in Sutter County are the Sutter County Housing Authority (SCHA) and the Farmers Home Administration (FmHA). As of August, 1990, SCHA provided assistance to 1,010 units in Yuba City. That figure represents over 9.2% of the City's households. Table F-19 lists those assisted units by program, and Table F-20 lists housing assistance program target groups.

TABLE F-19

EXISTING ASSISTED HOUSING UNITS  
July, 1990

Program Type	Complex Name	Total Units	Waiting List	Households Waiting	Categories 0-50%	Categories 51-80%	Elderly Households	Handicapped Households	Disabled Households	Occupancy Tenure
Section 8*	Sutter Village	74	22		20	2	74	6		4 years
80/20**	Peachtree Apartments	16	4		na	na	7	1		6 years
Section 236	Spencer Arms Apartments	64	45		na	na	4			3 years
Section 8*	Queen Ann Apartments	80	30	16	72	8	8	1		3 years
	Total	234	101	16	92	10	93	8		

\* Section 8 for new construction.

\*\* Of the 80 units 20% (16) are subsidized.

Program Type	Sutter Co. Hsg. Authority	Total Units	Waiting List	Large(3BR) Households		Income Categories		Elderly Households	Handicapped Households	Disabled Households	Average Occupancy Tenure
				Waiting	Households	0-50%	51-80%				
Rental Assist. Public Housing Section 514/516	Section 8/Certificates & Vouchers	472*	131	44	152	21	58	15			3 years
	Low Rent (In City)	124	142	48	136	16	45			8	5 years
	Phases 1,2, & 3	180	84	42	68	16					5 years
	Total	776	357	134	356	43	103	15		8	

\* Of 555 units 91% (505) are within Yuba City limits.

Source: Sutter County Housing Authority

The Housing Authority is funded principally by Federal funds. It administers local programs for the U.S. Department of Housing and Urban Development (HUD), FmHA and the State of California Department of Housing and Community Development. It also owns and operates a 44-space trailer park, not included as an element of the total number of assisted housing units.

SCHA provides rental assistance programs and has been approached by HUD to administer a Section 8 Modified Rehabilitation Program. This program provides from \$5,000 to \$10,000 of low interest rehabilitation loans per unit as long as the unit will be made available for long-term use under Section 8 Rental Assistance. SCHA has indicated to HUD that it is interested in the program, but because of the staffing responsibilities required, it would need an initial allocation of 75 to 100 units.

The Farmers Home Administration (FmHA) finances several housing projects in the unincorporated portion of the Urban Area. (Because of restrictions, it may only undertake projects in rural areas or communities of less than 10,000 population.) FmHA finances new construction projects, home purchases and rehabilitation, as well as some renter assistance.

## 8. Private Non-profit

Private units in the Urban Area providing subsidized rents include 234 apartment units in four separate complexes in the Urban Area. Table F-19 examines each of the apartment complexes and analyzes the various income and occupancy characteristics.

TABLE F-20  
SOURCES OF FUNDING FOR HOUSING

Section 8 (HUD)*	Low-income rental assistance	Private Apartment owners
Section 202 (HUD)	Elderly & handicapped	Private or non-profit organizations
Section 312 (HUD)	Rehabilitation loans	Private owners
Section 302 (FmHA) (not available in Yuba City)	Home ownership & rehabilitation	Private individuals
Section 504 (FmHA)	Home repair	Low-income persons
Section 514 (FmHA)	Rural rental	Public & private organizations
Section 514/516 (FmHA) Farm labor housing		Public/private farmer corporations

\*Requires that the local community pass a new Article 34 referendum to authorize additional assisted housing.

Mortgage Insurance Programs - Several programs are operated by HUD for individual homeowners and groups for single-family, small apartments, mobile home parks, nursing homes, home improvement, credit risks, condominiums, new and existing multiple-family housing, cooperatives and low- and moderate-income persons. In addition, the Veterans Administration sponsors mortgage insurance plans for homes and mobile homes. The Veterans Administration also offers home purchase grants to disabled veterans.

Yuba City and Sutter County both converted portions of their allocations of Mortgage Revenue Bond capacity to the Mortgage Credit Certificate (MCC) program. The MCC program provides a reduction in federal taxes owed by low- and moderate-income households (under \$45,770 depending on family size in 1991). The reduced tax liability for first time home buyers provides additional disposable income that can be used to qualify for financing.

The Sutter County Housing Authority has been assigned to administer the program. It had issued 120 certificates between the inception of the program in April 28, 1988, and December 31, 1989. The following information details the results and shows the success the program has had in assisting first-time homebuyers in acquiring a home.

MORTGAGE CREDIT CERTIFICATE PROGRAM FOR YUBA CITY 1988-89

Year	Total Mortgage Amt	Total 20% MCC Credit Amt	# of MCC's Issued
1988	\$2,405,130.00	\$481,026.00	35
1989	\$5,882,931.00	\$1,176,586.20	85
TOTAL	\$8,288,061.00	\$1,657,612.20	120
New Construction:	28 (24%)	Lowest household income:	\$16,800
Single Person Households:	32 (27%)	Highest household income:	\$38,400
Two person households:	37 (31%)	Average purchase price:	\$70,298
Four or more person households:	26 (22%)	Average mortgage amount:	\$67,327
Minority household participants:	24 (20%)	50% of median income:	(0) 0%
Household incomes above \$30,000:	63 (53%)	80% of median income:	(4) 4%
Household incomes below \$30,000:	57 (48%)	At or below area median	
Average household income:	\$29,092	income of \$25,300:	(31) 26%

Source: Sutter County Housing Authority

The second and third applications for additional conversion of bonds for use in the MCC program were approved for use in 1990 and 1991. Funds totaling \$3,250,000 were allocated for use in the entire County, including Yuba City. The Housing Authority anticipates 208 certificates being issued. Of these funds, initial projections are for 25% to be used for new construction and 25% for those households having less than 100% of the 1990 median income (\$26,500).

The Yuba City Redevelopment Agency will set aside 20 percent of the tax increment for preservation and expansion of low- and moderate-income housing. Starting in 1990, about \$132,000 per year may be available. It is anticipated that a City agency or the Sutter County Housing Authority will administer the program. These funds, although generated by the Yuba City Redevelopment Agency, may be utilized anywhere within the incorporated area. The City has assigned \$90,000 of CDBG "entitlement" funds as seed money for the program in 1990.

In 1990, the State enacted general obligation bond programs established by Proposition 77 (California Earthquake Safety and

Housing Rehabilitation Bond Act of 1988) and Propositions 84 and 107 (Housing and Homeless Bond Acts of 1988 and 1990, respectively) are being implemented by the State of California Department of Housing and Community Development to help finance low- and very low-income housing projects and programs. These funds may be used for the following activities.

- Acquisition and rehabilitation of rental housing and residential hotels;
- Rehabilitation of owner-occupied housing;
- Seismic rehabilitation of multi-family rental housing;
- Rental housing construction;
- Acquisition and rehabilitation of emergency shelters;
- Development of migrant farm labor centers; and
- Development of congregate housing for families and the elderly.

Available programs which could provide funding for various housing activities in Yuba City to either government agencies or non-profit corporations are:

- Family Housing Demonstration Program: Development of new affordable rental or cooperative housing that provides on-site support services for low-income families. This program provides 20 to 30-year, 3% interest, deferred-payment loans to decrease construction and long-range operating cost for community or congregate housing which may be conventional rental units or units in a cooperative.
- California Energy Conservation Rehabilitation Program: Provides assistance for low-income households in energy rehabilitation of owner and rental farmworker housing, residential hotels and rental housing occupied by the elderly or handicapped. Program provides grants of up to \$2,000 and loans of up to \$5,000. Loans are deferred and may be forgiven upon meeting specific criteria.
- Predevelopment Loan Program: Provides predevelopment capital for starting low-income housing projects. Terms are seven percent (7%) loans for up to three (3) years.
- Emergency Shelter Program: Provides grant funds for emergency shelters for homeless individuals and families.
- Farmworkers Housing Grant Program: Program provides construction or rehabilitation grants for the purpose of providing owner-occupied and rental units for low-income agricultural workers. Providing conditions of grant are agricultural workers. Providing conditions of grant are

complied with, no repayment is required. Requires 50% matching funds.

- Federal Emergency Shelter Program: Grant assistance for the provision of emergency shelter for homeless individuals and families.
- Senior Citizen Shared Housing Program: Grants to assist in the development and operation of senior citizens match-up or shared group resident programs.
- Mobilehome Park Assistance Program: Provides low-interest loans for low-income resident purchase of a mobilehome within a mobilehome park.

## 9. Special Housing Problems

### a. Conversion of Rental Units to Condominiums

Between January, 1978 and July, 1984, Yuba City had requests to convert 201 apartment units into condominiums. That number represents 5.0% of the 3,989 rental units surveyed in the 1980 Census. None of those conversions occurred by 1990.

The conversion of rental units could pose several significant questions. When rental units are converted to condominiums, the stock of rental units is depleted, thereby putting pressure on the rental housing market. This pressure both drives up rental rates and creates shortage of rental units.

A more significant problem is the forced eviction of existing tenants by new owners, either because of an artificial rental rate increase or the desire of the new owner to occupy the unit. Eviction of tenants can cause particularly severe hardships on the elderly and low-income families when done with little notice or when done at a time of extremely low vacancy rates.

Additionally, neither the Subdivision Map Act or the State's Planning and Zoning Law pre-empt local communities from further regulating the conversions of rental units. Yuba City, which contains about 95% of the entire Sutter County rental apartment stock, has adopted regulations governing those conversions. The major points of those regulations are as follows:

1) A vacancy rate above five (5%) percent of all rental units must exist prior to allowing conversion. This provides that an adequate supply of alternative rental housing units is available for those tenants being displaced and for new households forming in the community. (The 1991 Apartment Survey revealed a vacancy rate of apartments in the Urban Area to be 3.41%).

2) Notice must be provided to existing tenants to allow them sufficient time to be heard in the planning process and, if necessary, to start making plans for alternative housing.

3) Assistance for relocation must be provided for those families with children, elderly or handicapped. This requirement is necessary in order to avoid placing an undue burden on those families.

4) The existing physical facilities must be brought up to a stated minimal level of soundness and livability, and future owners must be provided a warranty against unexpected major repair or replacement cost.

5) Diverse financing terms must be available to allow existing tenants the opportunity to purchase their home.

#### b. Conversion of Mobile Home Parks

A second type of conversion activity and one that can be significantly more disrupting than the conversion of apartments, is the conversion of a mobile home park to another type of use or ownership, e.g., conversion to a shopping center or to a mobile home subdivision. Generally, the lessee of a space in a mobile home park owns the mobile home. That mobile home can be worth between \$20,000 and \$60,000 and can cost up to \$4,000 to be moved. Most mobile home park residents are over the age of 50 with a very high percentage being retirees on fixed incomes. A \$4,000 moving expense is beyond their means; therefore, they are forced to sell their home or go into debt which may force a lifestyle change.

Additionally, when the conversion of a mobile home park is to a commercial or industrial use, the conversion destroys that residential neighborhood, completely disrupting the lives of its residents. Friendships that may have existed for a decade or more over the back fence will have been severed.

If the conversion of the park is from a rental park to a mobile home subdivision, the total effect upon the neighborhood is not quite so devastating; however, the effect upon many of the individuals who may be forced to move is still the same.

If the residents cannot afford the \$20,000 to \$30,000 cost to purchase the lot that they lease, then they are still forced to move. They may be able to sell their mobile home to the party who purchases the space upon which it sits, but that is not likely since most people who spend upward of \$30,000 to purchase a mobile home subdivision lot also want a brand new mobile home.

Therefore, the existing residents of a mobile home park have a problem. If they cannot afford to purchase the lot and the new landowner does not want to purchase the mobile home, they are forced to either move the mobile home to another lot or sell to another party at a substantial loss.

The problem with moving a used mobile home to a new lot in another mobile home park is three-fold. First is the cost; as stated earlier, it can cost upward of \$4,000 to move a mobile home.

Second is the availability of vacant mobile home lots. As of January, 1990, there were 911 permanent mobile home park spaces in the 14 mobile home parks in the Urban Area. Only 8 of these spaces were vacant for a vacancy rate of nine-tenths of one (.9%) percent. If even the smallest park in the Urban Area were to convert to a subdivision, many area residents would have to leave the area.

As identified earlier, the Urban Area contained 2,700 acres of vacant planned and/or zoned residential property. Since all of this acreage can be developed at densities suitable for mobile home parks, it is therefore all available for that use. Full urban services are readily available at this time to about one-half of the area.

Finally, the third major problem with moving a used mobile home is finding a park that will accept it. Most first class mobile home parks, in order to assure themselves a good visual image and retain their top-of-the-line standing, do not accept used mobile homes into the park. Mobile home parks such as Del Prado or Village Green will only accept new mobile homes for new setups. Therefore, if a resident of a first-line park is faced with a conversion and cannot afford to purchase his lot, that resident is forced to accept a somewhat less desirable living environment, if at all available, in order to retain his existing home at a new location.

It is fairly obvious that the conversion of a mobile home park to another use -- either commercial/industrial or mobile home subdivision -- can be a fairly substantial disruption in a neighborhood and/or the lives of its residents. Current State provisions provide very little protection to the residents, leaving it up to the local community to be sensitive to the needs of its citizens. Given the relatively substantial disorganization a conversion can cause, requirements similar to apartment conversion requirements could be imposed. Possible regulations to govern conversion are as follows:

1) The applicant shall provide a relocation plan that effectively provides assistance to all parties being displaced. The relocation plan shall include a survey of alternative sites available and their comparative cost, provision for payment of one-half of the expense of moving any mobile home that must be relocated, provisions for 180-day notice to tenants prior to termination of tenancy, and provision for a 120-day period after recording the final map, parcel map or other action granting final approval to a conversion project prior to termination of tenancy.

2) Conversion projects shall not be approved unless adequate provisions for the relocation of all tenants forced to relocate has been provided. Tentative maps, development plans or other permits as necessary, shall be conditioned to assure that adequate, reasonable relocation assistance is provided.

3) The applicant for conversion shall provide a current list of names and addresses of all tenants. All tenants shall be provided notices of all hearings related to any conversion.

## 10. Energy Efficient Housing

Over the last decade, the cost of running a household has risen dramatically. A major part of that increase is due to energy costs which have risen approximately 90% between 1985 and 1989. As the cost of home energy goes up, fewer dollars become available for food, clothing, house payments or other portions of a family's monthly budget.

In order to restrain the cost of energy, all levels of government have promoted programs of conservation. In Yuba City local energy programs have been limited to enforcement of building code requirements that result in some energy savings for new construction. This may not be sufficient to meet residential needs in the future. Of 20,351 total County housing units in 1980, only 19.5% were built after 1975. The remaining 80% or so were built during an era of very little concern for energy costs. While these pre-1975 units are generally sound housing, many of them are energy insufficient and could benefit from cost-effective retrofit programs.

Recognizing the need for energy efficient housing, the Yuba City HAP proposes an annual assistance to 84 units of low- and moderate- or elderly/handicapped housing. This identified assistance need is probably lower than the total annual assistance provided by the agencies identified in Table F-21 as providing some form of housing energy assistance.

TABLE F-21

<u>Organization Providing Assistance</u>	<u>Target Group</u>	<u>Type of Assistance</u>
P.G. & E.	Low income and seniors	Energy audits and zero interest loans for home weatherization
Sutter County Housing Authority	Low income, seniors and landlords	Energy audits and assistance in obtaining weatherization repairs and financing from others
Butte County Rural Opportunity Resource Center	Low income households and seniors	Energy audits, minor home repairs and weatherization at no cost to qualified party

Additional energy savings are possible through changes in local zoning ordinances, design alternatives, subdivision review procedures, environmental assessments and implementation of State mandates such as the Solar Rights Act of 1978 and the Title 24 building standards effective July, 1988.

## **11. Housing Rehabilitation and Replacement**

Expressing the belief that retaining existing housing stock in a safe, sanitary and sound condition is of utmost importance, the Sutter County Housing Advisory Committee and other interested groups and individuals recommended that a housing rehabilitation program be developed. As part of their respective application for Community Development Block Grant (CDBG) funds in 1977, both Yuba City and Sutter County proposed a rehabilitation program directed toward low- and moderate-income families to be operated by the Sutter County Housing Authority. Both applications failed to receive funding. New CDBG monies were set aside for housing rehabilitation in 1988 and 1990 totaling \$200,000. This money, along with assistance set aside from the newly formed Redevelopment Agency started in 1990, will allow a program to be established and administered by the Sutter County Housing Authority. This program, with CDBG money used as seed money and the continual infusion of Redevelopment Agency funds, should permit a program which can be effective for many years. It is anticipated that starting in 1991, approximately 20 very low- to moderate-income household units per year will be rehabilitated using these funds.

Some improvement in the housing stock appears to be occurring without direct local government assistance. Some deteriorated and dilapidated houses are being replaced through attrition, although at a very slow rate. Private rehabilitation of older units appears to be increasing as new housing costs soar and market forces provide a more favorable return on investments.

As an inducement to rehabilitation, Yuba City conducts an ongoing improvement district program. The City contributes substantially to street and other infrastructure improvements in areas needing that kind of rehabilitation. The general visual and structural improvement of the streetscape has encouraged the investment of private funds in rehabilitation and upkeep of nearby dwellings.

SACOG's 1979 Housing Opportunity Plan indicates a five-year need for rehabilitating 203 dwelling units in Sutter County, only 125 of which are in Yuba City. Since January 1, 1980, the City has issued 89 demolition permits.

In 1989, the housing conditions for the incorporated area of Yuba City were evaluated by the Rural California Housing Corporation based upon State Department of Housing criteria which rated the conditions of five housing elements: foundation, roofing, siding, windows and doors. The housing units ranged from standard--no repair needed to dilapidated, meaning all rated systems need repair and compliance with the Uniform Building Code would not be cost effective. The following is the results of the survey:

<u>Condition</u>	<u>No. of Units</u>	<u>Percent of Total</u>
Standard	7,758	74%
Minor	1,386	13%
Moderate	1,087	10%
Substantial	159	2%
Dilapidated	37	1%
<b>Total</b>	<b>10,427</b>	<b>100%</b>

Source: RCHC Housing Conditions Report, 1989

Since the passage of (State) Proposition 13 in 1978 and adoption of each Federal budget, it seems doubtful that substantial funding for housing rehabilitation will be forthcoming from State or Federal sources. A housing rehabilitation program that relies on cooperative pooling of community resources offers a great deal of promise. Many community-based programs in other parts of California have worked successfully on limited resources. Such techniques as developing a pool of volunteer carpenters, electricians, plumbers and other trades people that can offer consultation and work assistance to owners, creating tool loan services, providing energy audits and so on have been successful. A planning study has been undertaken in order to identify which programs could be most useful, which are most cost effective and what community resources are available. It appears that funds from the CDBG and Redevelopment Agency will allow an effective program to be operated. It is imperative that a city staff position be created to insure cooperative pooling and leveraged investments in housing.

#### SELECTED HOUSING STRUCTURE CHARACTERISTICS\*

<u>Year Structure Built</u>	<u>Sutter County</u>	<u>Yuba City</u>	<u>Live Oak</u>	<u>Sutter Uninc.</u>
March 1980-1989	4,294	2,240	311	1,743
1979-March 1980	4,455	2,302	191	1,962
1970-1974	2,617	2,302	135	1,440
1960-1969	4,721	1,707	182	2,832
1950-1959	3,499	1,521	177	1,801
1940-1949	2,331	1,061	176	1,606

\*The March 1980-1989 period is based upon activity reports for that period. Pre-March 1980 data is based upon 1980 Census data. Actual 1990 jurisdictional distribution will be different due to annexation of almost 600 dwelling units to the City of Yuba City during that period.

**HOUSING UNIT TYPE AND STATUS - 1990**

	SUTTER COUNTY	YUBA CITY	LIVE OAK	SUTTER UNINC.
<b>TOTAL</b>	<b>24370</b>	<b>10887</b>	<b>1413</b>	<b>12070</b>
SINGLE FAMILY DETACH	15599	5152	991	9456
SINGLE FAMILY ATTACH	546	275	37	234
MULTIPLE FAM. (2 -4)	2188	1611	104	473
MULTIPLE FAMILY (5+)	4400	3423	218	759
MOBILE HOMES	1637	426	63	1148
PERCENT VACANT	6.84	5.53	6.37	8.09
PERSONS PER HH	2.82	2.53	3.18	3.05

Source: State Department of Finance Population & Housing Estimate

## **12. Constraints on the Housing Market**

The ability of the housing market to supply an adequate number of new dwellings to meet annual demand is affected by a variety of influential factors including, but not limited to, material, labor, capital (financing), land and holding costs. In general, private market forces affect raw land, development of land, building construction, interest, profit, overhead, and marketing costs.

Local government actions affect raw land, development, fee and permit costs. In addition, application processing time can have an effect on interest charges. Processing time is not a problem in the City under current fast-track systems. For the sake of this element, local government is considered as not having an effect on the cost of constructing the dwelling itself. The construction of the dwelling is regulated by the Uniform Building Code or other similar nationally published standard, and with minor exception, does not change to any great degree from community to community.

### **a. Private Market Constraints**

Based on a U.S. Department of Housing and Urban Development (HUD) notice for public housing development costs in March 1988, the following cost per unit can be calculated. When developed privately rather than publicly, there is a 35% reduction in cost per unit since the Davis-Bacon Act requirement for payment of prevailing wage is not involved. The costs shown for each unit built privately are comparable with actual projects currently being developed in Yuba City.

**PUBLIC HOUSING DEVELOPMENT COST**

<b>Structure Type</b>	<b>Bedroom Size</b>	<b>No. of Units</b>	<b>UTDC*</b>	<b>Total</b>
Detached & Semi Detached	2-BR	30	\$ 66,750	\$ 2,002,500
	3-BR	<u>15</u>	\$ 85,150	<u>\$ 1,277,250</u>
<b>Total</b>		<b>45</b>		<b>\$ 3,279,750</b>

Publicly built and owned; cost per unit: \$56,383  
 Privately built and owned; cost per unit: \$36,649

Walkup	2-BR	30	\$ 52,600	\$ 1,578,000
	3-BR	<u>15</u>	\$ 67,100	<u>\$ 1,006,500</u>
		<b>45</b>		<b>\$ 2,584,500</b>

Publicly built and owned; cost per unit: \$49,850  
 Privately built and owned; cost per unit: \$32,403

\*Unit Total Development Cost  
 Source: 1990 UTD Costs (HUD)

Local real estate listings for 1981 indicated that within the Urban Area, a new three-bedroom, two-bath, single-family detached tract house of just over 1,300 square feet on a 6,000 square foot lot could be purchased for between \$67,500 and \$73,500 -- depending on the location and the individual builder's choice of minimum "extras". These costs did not appreciably change from 1981 to 1988, but subsequently leaped upward. An adjusted average sales price for 1990 is approximately \$116,700 -- sales price can be broken down as shown in Table F-22.

TABLE F-22

**MAJOR COST COMPONENTS  
SINGLE-FAMILY RESIDENCE**

Lot - (land cost + development)	\$39,700	34%
Building (construction and labor)	49,000	42%
Interest	4,700	4%
Fees & Permits	5,800	5%
Profit, Overhead and Marketing	<u>17,500</u>	<u>15%</u>
 Totals	 <b>\$116,700</b>	 100%

These cost figures may vary considerably depending upon whether the site is within the City or County, its proximity to or extent of existing public facilities, size of the project, density and other factors. The following sections provide a more detailed explanation of the components listed in Table F-22.

## 1) Land Cost and Availability

Land cost for residential development contributes approximately 21% to the final selling price of a new single-family home. This cost may vary depending upon project density, location, existence of nearby infrastructure and type of development. For example, land located on the periphery of the Urban Area may be less expensive than land more centrally located but may require the extension of costly utilities. Outside the Urban Area in the rural communities, raw land costs are considerably cheaper on a per-acre basis, but because of the large minimum lot size due in part to a lack of sewage and public water, the net saving is not that great. Overall, raw land and lot improvement costs contribute approximately 34% to dwelling costs.

As previously noted, the direction of the last decade has been toward multiple-family housing development as a larger percentage of the total units being constructed. This is due in part to the lower cost per unit price of multiple-family housing. Part of this saving can be attributed to higher densities, thus spreading the costs of land and development over more units. For example, at land costs of \$35,000 per acre for a single-family residence in Yuba City and lot development costs of \$7,700 per lot, total land and development cost is \$16,450 per dwelling. However, multiple-family housing -- even with a higher raw land value cost -- can reduce overall land and lot development cost to between \$7,000 and \$10,000 per dwelling.

The chart below depicts the developable land available for residential development in and adjacent to the City in the next five years. Probable development in the Low and Medium density designations were calculated at 4 and 25 units/acre, respectively. These densities are what single-family and multiple-family developments have occurred over the last 3 to 4 years. Even if all development were constructed at the low end of the density range, this number would still far exceed the more realistic target objective broken down on Page 57.

R-1 and R-2 land can only be used for residential purposes. R-3 land is occasionally used for office development on a limited scale. The actual density of development occurring in R-3 zoned areas amounts to 25 to 30 units per acre. New proposals are being made to limit multi-family development to a minimum of 20 units per acre and a maximum of 45 units per acre. Those same proposals include single-family units at 3 to 16 units per acre. All of these properties are zoned for residential use and have full City services available to them. Based upon the projected need for 22,794 housing units in 2005 (Table F-2) in the Urban Area, approximately 924 acres of land will need to be developed for urban uses (817 acres at low density residential and 107 acres at medium to high density residential). Based upon this estimate, the City Urban Area already has a sufficient amount of residentially designated land as will be needed between 1990 and 2005.

**INVENTORY OF AVAILABLE RESIDENTIAL LAND**

GENERAL PLAN DESIGNATION	D.U./ACRE RANGE	ZONING	VACANT ACRES			DWELLING UNIT POTENTIAL		
			CITY	COUNTY*	TOTAL	HIGH	LOW	PROBABLE
LOW	2-8	R1/R2	656	268	924	7392	1848	3696
MEDIUM	7-30	R3	172	28	200	6000	1400	5000
		M1	5		5	100		100**
<b>TOTAL</b>			<b>833</b>	<b>296</b>	<b>1129</b>	<b>13492</b>	<b>3248</b>	<b>8696</b>

\* LAND ANTICIPATED TO BE ANNEXED TO THE CITY WITHIN 5 YEARS.

\*\* APPROVED 100-UNIT ASSISTED RENTAL DEVELOPMENT.

## 2) Construction Material and Labor Costs

Construction materials and labor costs together represent the single largest component of the final purchase price of a home. For a single-family residence, they account for 42% of the cost of a local development.

Material and labor are increasing at a faster rate than the Consumer Price Index (CPI). Data supplied by Bank of America's Appraisal Department shows a 191% increase in labor and material costs from 1974 to 1980, while the CPI increased 175% during the same period. One major reason for this increase is the tremendous growth in the cost of energy. Harvesting, manufacture and transportation of building materials involves a substantial use of energy in one form or another. Therefore, increases in material costs are directly related in increases in energy costs.

Labor costs, like material costs, have risen at a rate which exceeds the CPI. The average labor cost increase from 1974 to 1980 was 183%. Several alternatives are available for reducing the labor costs of a dwelling. Some benefits are derived due to the scale of large construction projects. When a single developer can maintain a crew on a year round basis, minor cost savings can occur.

The best mechanism for reducing labor costs is the use of a non-site labor force. Average 1980 labor costs for site-built "stick housing" was approximately \$20.00 per hour. At the same time, labor costs for manufactured housing (including mobile homes) were running between \$6.00 to \$10.00 per hour. Manufacturers of factory-built housing claim savings of several thousand dollars per unit. However, there is some reluctance on the part of the public to purchase a manufactured house. A local manufacturer of mobile homes has indicated that mobile homes compatible to site-built units can be provided at a cost savings of \$5,000 to \$7,000 per unit.

### 3) Financing

One of the major obstacles of new housing starts is the extremely high cost of financing. With interest rates since 1979 twice soaring to record rates of over 20%, new housing construction plummeted until 1984. Some minor relief occurred when interest rates dropped to near 9%, but that relief has not been sufficient to restore building activity to pre-1980 levels. After 1984, the housing market started to pick up and got a boost when interest rates reached a low of 8% in 1987. Presently, the interest rates are holding at or near 10% and the housing market is stable though slowly gaining momentum following the latest economic downturn.

Interest rates affect purchase price in two different ways. First, a developer or builder usually obtains a loan to finance usually "prime plus" or the prime rate plus some additional fixed percentage. The withdrawal of funds for construction usually occurs over a period of time. For the sake of illustration, assume it costs \$50,000 to build a house and that the entire sum is loaned for one year. If the interest rate were 20%, then the financing charge would be \$10,000, and the purchase price becomes \$60,000 (the actual purchase price will be higher because of whatever profits are involved). However, if the interest rate for the construction loan were only 12.5%, then the financing cost would only be \$6,250, and the basic sales price is reduced to \$56,250.

As interest rates increase, fewer and fewer families can qualify for a home mortgage. Many banks and other private lending institutions use a figure of one-third of a family's monthly income as a standard when computing maximum monthly mortgage payment limits instead of 30%. On the surface this higher proportion of monthly gross income would appear to allow more low-income families to qualify for a home loan. However, when lending institutions compute monthly mortgage limits for loan qualification purposes, adjustments are made based on several factors, including after-tax disposable income and minimal monthly life style expenses. In general, the lower overall family income is, the more unlikely it is that a loan would be approved that requires a payment of more than 25% of monthly income.

Congressional tax "clean up" procedures have added to the reduction of apartment development. By eliminating some of the write off for rental properties, the federal legislature has eliminated to a large extent the ability of developers to create low rent apartments.

As can be seen below from the results of the 1988-89 Mortgage Credit Certificate (MCC) Program, all Census Tracts in the City and surrounding urban areas were involved. Recent discussions with lenders providing financing in the Yuba City area has shown the practice of "redlining" is not practiced in any areas of the City. Also shown, is the average purchase price by tract and the average household income involved. An interesting side note; of the 24 lenders trained in the workshop of the MCC Program, 16 actively participated.

**MORTGAGE CREDIT CERTIFICATE PROGRAM  
1988 TO 1989**

<b>CENSUS TRACT</b>	<b>NO. OF MCC'S</b>	<b>AVG. PRICE OF PURCHASE</b>	<b>AVERAGE INCOME</b>
501	42	\$80,833	\$30,294
502	33	64,474	29,250
503	33	61,000	28,298
504	19	74,374	31,750
505	51	73,437	28,462
506	32	95,000	33,750
507	14	68,000	31,250
509	2	84,435	33,648
<b>TOTAL</b>	<b>226</b>	<b>\$71,731</b>	<b>\$30,488</b>

Of the 226 MCC's issued during 1988-89, 66 were for new construction. The remaining 160 MCC's allowed first time home buyers to purchase existing housing stock.

**b. Local Government Constraints**

Local government constraints to the provisions of new housing generally fall into the following broad categories: 1) Land use controls; 2) Permits and processing time; 3) Fees; 4) Provisions for services; and 5) Development requirements.

**1) Land Use Controls**

Sutter County is an important agricultural producer. With less than .4 of one percent of the total land area of California, Sutter County has 2.9 percent of all harvested cropland. With almost 1,300 individual farms, the County ranks among the top four counties in the state in the production of the following crops: hops, Ladino clover seed, honeydew melons, Persian melons, Clingstone peaches, dried prunes, rice, safflower and tomatoes. Total cash value of all crops, livestock and poultry in 1990 was almost \$217.4 million.

One of the principal goals of Yuba City and Sutter County is the continuation of a strong, viable agricultural community. The two jurisdictions encourage urban-type uses to locate in existing urbanized areas. Non-agricultural uses are generally discouraged in the agricultural areas of the County.

The principal area of urban growth in Sutter County since 1950 has been the Urban Area consisting of the 1989 Yuba City Urban Area, including Tierra Buena and the urban fringe. The Urban Area has accounted for 86 percent of Sutter County's population and housing growth since 1970.

In the past the Yuba City Urban Area General Plan has allowed residential densities of up to 30 dwelling units per acre, although the City's Zoning Regulations have allowed up to 42 dwellings per acre and the County's Zoning Ordinance has allowed an unlimited

number in the highest density areas provided height, parking and lot coverage requirements can be met.

In order to encourage the greater production of low-cost housing, the 1989 Yuba City Urban Area General Plan proposes: 1) to add a new land use designation of High Density Residential; 2) to increase the maximum development density from 20 units per acre to 45 units per acre; and 3) to specify minimum development densities along with maximum development densities for each residential land use designation.

The Low Density Residential designation of the General Plan allows up to 8 dwelling units per acre. Although in existence since 1978, this density has seldom been reached or even approached. Until 1982, the minimum single-family lot size in Yuba City was 6,000 square feet and 8,500 square feet in Sutter County. In 1982, both Yuba City and Sutter County adopted 5,000 square feet as the minimum single-family lot size, although Sutter County does require a larger minimum when development occurs utilizing either a private well or septic tank system. Since this change several projects have been approved at densities higher than 4 units per acre under the Low Density Residential designation; however, the highest density of these recent projects was still only 5.95 units per acre (Eastcrest No. 2 - 1983).

In order to encourage creative design as well as a mixture of dwelling types and uses, both Yuba City and Sutter County have -- within their respective Zoning Regulations -- provisions for a Combining Planned Development (PD) District. One additional benefit of the PD District is that it provides a mechanism for increasing developmental densities up to the maximum levels specified by the General Plan. By use of the PD Combining designation, the minimum 5,000 square foot lot size of single-family residence areas, along with other minimum setback requirements, may be reduced to allow greater flexibility for condominium or group dwelling housing projects.

In order to encourage the of low-cost housing, the State legislature has required, through the Government Code, that each local community grant a 25% increase of density bonus to those projects providing at least 25% of the project as low and/or moderate cost housing. Although this section has been effective for several years, it has not been used locally, nor does it appear likely to be. Inasmuch as the maximum development densities allowed are usually greater than what most projects require, land cost locally is generally low compared to other more urban areas in the State and the comparative abundant supply of developable land, there does not appear to be any local interest at this time or in the foreseeable future in the density bonus mechanism.

Other inducements for affordable housing added to the Government Code over the last few years have been: a) provisions for "granny housing"; b) provisions for mobile homes on single-family residential lots; c) provisions for mobile home parks in all residential districts; and d) provisions for a second unit on

any residential property. In turn, both Yuba City and Sutter County have responded to each of these changes and adopted amendments to their respective Zoning Regulations and Zoning Code.

## 2) Permits and Processing Time

Locally, the development application approval process does not tend to create an unusual amount of delay. Most use permits, rezonings and tentative maps are processed within one to three months of submittal. Prolonged processing times (in excess of six months) only occurs where applications involve a change of policy--such as a General Plan Amendment -- or an Environmental Impact Report. Expedient processing has been achieved by continual use and review of the Urban Area Master Environmental Impact Report, which was adopted as part of the General Plan in 1980 and updated as part of the General Plan rewriting in 1989. This document allows a quick and relatively easy evaluation of most projects as to environmental factors to be considered and conformance with the General Plan.

The building permit process is likewise a relatively simple function, seldom requiring more than two weeks from application to issuance. Some larger projects may require more time, but usually only when their application was incomplete upon submittal. The City and County both utilize the most recent edition of the Uniform Building Code with no special amendments or added requirements.

## 3) Fees

As indicated under the Major Cost Component section of Private Market Constraints, the fee and permit costs for a local house costing \$100,000 is about 5.8 percent of the cost of the dwelling or about \$5,800. Of this the bulk of the cost in Yuba City is sewerage and water extension charges of about \$1,740 and \$1,665 in connection and meter fees. The remainder, less than \$960, is composed of building permit fees with less than \$12 per lot for land use fees. Development fees in the unincorporated areas are not as high as in Yuba City because of the use of septic tanks and private wells; however, because individual wells and septic tanks usually are more costly than connection to the City's sanitary sewer and water systems, total development cost is slightly higher, if all other factors are equal. The Yuba City Unified School District, in 1988, charged a development fee of \$1.00 per square foot of dwelling space. The District, on July 1, 1990, raised this charge to \$1.56 per square foot to qualify for matching State funds. The City has instituted development impact fees on new development or change of use. These fees are designed to cover unfunded capital costs brought about by future growth based upon the City's General Plan. The fees would then be used to make improvements required for traffic generated impacts and for the cost estimates for acquisitions and improvements to drainage, parks, public buildings, and other facilities, including major equipment necessary to serve future demand. Impact fees, depending on the location of a new single-family home, range from \$2,099.66 to \$2,360.48 per unit and are payable at the time of occupancy.

#### **4) Provision of Service**

Low density residential development has been allowed in the Yuba City Urban Area on either private wells, municipal or public water systems with either individual septic tanks or municipal sanitary sewer system connections. Generally higher density residential uses have connected to the Yuba City sanitary sewer system and are, therefore, primarily located in Yuba City. Sewer service is available throughout the municipal area, plus it extends beyond the City limits on Lincoln Road, west to Walton Avenue, then north to the Sunsweet Plant on Colusa Highway. Yuba City water service is generally available only within the City or a short distance therefrom. Hillcrest Water Company provides service to that portion of the Yuba City Urban Area generally southwest of Yuba City.

#### **5) Development Requirements**

Community development requirements for streets, paving depth, sidewalks and such are important in relationship to residential projects since they affect housing costs. The concern of local government is to balance the level of infrastructure improvements required of a project, which in effect, determines the agency's long-term maintenance cost, with the up-front cost of those improvements which is passed along to the home buyer in terms of increased housing cost. Each \$1,000 of cost of a dwelling adds \$9.82 per month to housing cost at 12 percent interest over a 30 year period. This \$10.29 translates to \$412 annual income that a borrower must make in order to qualify for a loan.

In 1982, the City of Yuba City and the County of Sutter reviewed their construction and street standards in an attempt to reduce housing cost and to develop a comparable development requirement. As a result of that review, development standards were altered unifying and reducing the requirements for both jurisdictions.

In some projects, the City requires that the developer oversize specific improvements in order to either plan for future needs or to upgrade existing infrastructure improvement. On those projects where oversizing is required, City policy is to pay for a percentage of the cost of the oversizing. When off-site improvements are required to the utility system, the developer is provided a reimbursement agreement to allow for recouping those costs.

#### **13. Public Participation**

In preparation of this element, the City has solicited input from local housing and/or shelter providers, both in the private and public sector, and other State and local agencies and departments. The draft element was distributed to various housing interests for comment prior to the beginning of public hearing. To ensure the availability of the public hearing process to all economic segments of the community, the City has undertaken special

advertising and outreach measures. Notices for all public meetings were printed in three languages (English, Spanish & Punjabi) and have been posted in, but not limited to, the Senior Center, library, City Hall, Housing Authority office, and throughout the community in public places. Prior to the adoption of the element, public hearings will be conducted before both the Planning Commission and the City Council.

#### **14. Consistency With Other Elements**

This Housing Element has been prepared to be consistent with all other elements of the Yuba City Urban Area General Plan.

## The Plan

### 1. Introduction

The Housing Element is an integral element of the General Plan. It is an analysis of housing needs and a statement of commitment toward providing solutions to community housing concerns. In particular, it addresses itself to the problems encountered by those of low and moderate income in obtaining adequate housing. The Housing Element also deals with the issues of land use, health and safety as they apply to the provision of housing.

Like the other elements of a General Plan, the Housing Element is comprised of statements of the concerns, goals, policies, objectives and implementation programs. The statement of concerns is the basis upon which to develop objectives and programs which, when implemented, will help achieve the goals. The identified housing concerns are a comparison of the existing housing and neighborhood conditions with the criteria established as necessary for providing safe and adequate housing in a desirable environment. The goals are those conditions that are considered desirable and in the best community interest. The policies provide decision-making guidelines for orderly and well-planned residential rejuvenation and growth. The implementation of objectives is a method by which a community can initiate desirable change. The Housing Element is a blueprint of social concern. Its real importance is the degree to which it commits local jurisdictions to meaningful actions.

The Federal Housing Act of 1949 established a goal of "a decent house and suitable living environment for every American family". This goal was reaffirmed in 1968 under the National Housing Act and in other laws and programs. The California State Legislature followed the lead of the Federal Government by requiring a Housing Element in all General Plans. The requirements of the Housing Element were expanded in 1970 to include an "adequate provision for the housing needs of all economic segments of the community".

Currently, Section 65580 of the California Government Code states:

"The Legislature finds and declares as follows:

a. The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order.

b. The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.

c. The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of government.

d. Local and State governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community.

e. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental and fiscal factors and community goals set forth in the General Plan and to cooperate with other local governments and the State in addressing regional housing needs."

## 2. 1980 Housing Element: Goals, Policies and Programs

(NOTE: The 1980 Housing Element was prepared to serve the needs of both Sutter County and Yuba City as part of the Sutter County and Yuba City Urban Area General Plans. This is the reason some goals, policies and programs address the entire County rather than just Yuba City. Comments reflecting the effectiveness and progress in attaining the goals and policies are limited to activities undertaken by the City.)

### 1980 GOALS

The following statements have been developed as goals for the County of Sutter and the City of Yuba City as part of the Housing Element of their General Plans.

- I. Provision for safe, sanitary, and affordable housing to the existing and future residents of the County.
- II. Provision for a variety of housing opportunities for Sutter County residents, while maintaining consistency with the General Plan.
- III. Provision for housing consistent with the level of public services, and which will contribute towards neighborhood quality.
- IV. Insuring that the Housing Element continues to address the housing needs of the existing and future residents of Sutter County and Yuba City.

The goals adopted in 1980 were somewhat vague and abstract so they could be used for both the County and the City. For the City's part, it has made every effort to attain these goals as can be seen by the accomplishments listed under "Effectiveness of the 1980 Housing Element." The Goals proposed for the 1991 Housing Element incorporate the efforts from 1980 to the present more

precisely define the needs of existing and future residents of all ethnic persuasions and abilities to obtain satisfactory housing.

### 1980 POLICIES

In order to accomplish the above goals, the following policies are adopted and the City of Yuba City will:

- I. Undertake activities which promote and preserve a balanced housing stock.
- II. Identify any types of speculative buying and selling practices that might be in use in the Yuba City housing market and consider legislation that might reduce undue speculative buying and selling practices in the housing market.
- III. Promote full development of skipped-over vacant lands.
- IV. Encourage the development of higher density construction consistent with the Land Use Element of the General Plan and the preservation of agricultural land.
- V. Encourage further implementation of Article 34 for publicly constructed and financed housing opportunities for low-income households.
- VI. Take actions to fulfill Yuba City fair share of the regional housing needs.
- VII. To encourage, and where appropriate, assist the Sutter County Housing Authority in pursuing available grants and/or allocations for a variety of housing needs.
- VIII. To encourage the Sutter County Housing Authority to develop housing rehabilitation programs.
- IX. Pursue involvement in assisting with the upgrading of public facilities which serve as a framework in revitalizing and maintaining quality housing.
- X. Develop ordinances dealing with condominium conversions to assure maintenance of housing balance and safe, adequate development standards.
- XI. Examine the practicality and effectiveness of using the existing or modified City Codes to encourage the development of new energy efficient housing.
- XII. Encourage housing assistance efforts by the Sutter County Housing Authority to elderly and disabled persons on a fixed income below 80% of the median income of the County.

- XIII. Explore and encourage the provision of housing for those population groups which have special requirements.
- XIV. Encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and the sale or rental of housing.
- XV. Initiate a monitoring system with existing sources in which the housing needs are responsive to the community demands before serious problems develop.

The success of the above Policies can be seen below in the implementation of the programs for 1980 to the present. These successes have been continued and expanded in the 1991 Housing Element in order to try and provide housing for those with special housing needs (i.e. elderly, handicapped, single-head of household) that now live or will live in the City in the near future.

#### 1980 NEEDS

The following is a list of programs by need that will hopefully fulfill the goals of the Housing Element and contribute to the betterment of housing for Sutter County and the City of Yuba City. (Efforts by the City to implement the Programs listed in the 1980 Element are listed below each program.)

I. NEED: Balanced housing stock.

a. Program: The City and County adopt ordinances that will prohibit converting the existing rental units into cooperatives or condominiums if the vacancy rate for multiple-family units is below 5%.

b. Supporting program: A vacancy reporting system be set up within 90 days after adoption of this Element.

c. Supporting program: Tenant protection and provision for relocation in condominium conversion should be adopted by ordinance.

(A Condominium Conversion Ordinance was enacted which prohibits the conversion of existing apartment rental units unless there is a 5% or greater vacancy rate. To ascertain the vacancy rate, the Planning Department does an apartment survey each summer. Since the survey was begun, the vacancy rate has never exceeded 5 percent. Provisions are contained in the Conversion Ordinance to protect existing tenants from improper displacement.)

d. Program: The County should adopt an ordinance pending clarification of State law that would allow mobilehomes to be placed on foundations subject to certain standards.

(The Zoning Regulations were amended so that mobilehomes are allowed in all residential zoning classifications subject to certain development standards contained in the Zoning Regulations.)

e. Program: The General Plan and zoning pattern for the Yuba City urban area depicts sufficient area available for mobilehome parks.

(As can be seen by the vacant lands inventory, sufficient exists in the City adjacent urban area for mobilehome park development.)

f. Supporting program: Encouragement and assistance to developments wishing to establish mobilehome parks in suitable locations should be given subject to adopted standards.

(The newly adopted General Plan and Zoning Regulations provide for the development of new mobilehome parks. In 1987, a 40-unit park was opened and is presently fully occupied. In November, 1988, an existing 44-unit park containing primary low-income elderly residents was annexed to the City and connected to City sewer facilities.)

## II. NEED: Fair share allocation and affordable housing.

a. Program: The City and/or County apply for grants which can be used for housing for non-market rate households.

(The City applied for and received allocations for Mortgage Revenue bonding capacity. The City participated in training sessions for developers and awarded allocations to various development proposals. The City has used CDBG funding to assist the Housing Authority to acquire land for below-market units.)

b. Program: The City and County will support reasonable proposals by private developers to establish low and moderate income units.

(The City has approved a 100-unit apartment complex targeted for low- and moderate-income households with the private developer using Proposition 84 funding.)

c. Program: Sufficient land exists as indicated in the General Plan Land Use Element in the urban area to contain additional multiple-family units designated for low- and moderate-income families.

(There are sufficient vacant multiple-family designated lands to provide housing for all income levels. Additionally, between 1980 and 1989, a total of 1,311 rental units (apartments, duplex & triplex) were constructed in the City and as can be seen in TABLE F-6, there are hundreds of units available to low- and moderate-income households.)

d. Program: Private qualified individuals through Farm Home Administration can apply for low-interest loans for rehabilitation.

e. Program: Qualified low- and moderate-income persons can apply with HUD and FmHA for home ownership and rental assistance.

(The City has supported the Mortgage Credit Certificate program which helped 120 first-time homebuyers in 1988 and 1989.)

## III.

f. Program: The Sutter County Housing Authority to act as an information clearinghouse for the Home Ownership-Home Improvement (HO-HI) Program of home ownership and improvement.

(The City has allocated a total of about \$200,000 of Community Development Block Grant (CDBG) funds as seed money for a housing rehabilitation program. The program, administered by the Sutter County Housing Authority, will receive additional funds from the City's Redevelopment Agency, which is required to use 20% of its funds for housing purposes. The first units to be rehabilitated started in 1991.)

g. Program: The City and County departments and Planning Commissions expedite processing of low-income or special housing developments on a priority "fast track" basis.

(The City has installed "fast track" review of all projects including housing development. In most cases, a project can be presented to the Planning Commission within 21 days of submittal.)

h. Program: The Sutter County Housing Authority to apply for allocation of Section 8 existing units for use by low- and moderate-income households.

(The Sutter County Housing Authority has annually applied for additional Section 8 vouchers and certificates and presently has 505 issued in the City (see Table F-19).)

### III. NEED: Maintainment and enhancement of existing housing.

a. Program: The City and/or County will apply for Community Development Block Grants to establish a housing rehabilitation program for up to 100 units per year.

(As mentioned above, the City, through CDBG and Redevelopment Agency funds, has begun a housing rehabilitation program.)

b. Program: Ordinances and standards will be adopted that provide, when converting existing apartments into condominiums, that the owner will be required to be in conformance with all of the standards that are applicable to new condominiums.

(In order to maintain existing rental units, the City has approved a Condominium Conversion Ordinance which prohibits the conversion of apartment units unless there is a 5% or greater vacancy rate as determined by the annual Apartment Survey.)

c. Program: The City and/or County will explore the financial feasibility of applying for grants from HUD, the Economic Development Administration, and others, to improve public services and facilities of areas substantially saturated with low- and moderate-income families, involving but not limited to Sutter, Robbins, Ledford Tract, Central Yuba City, and Tierra Buena.

(Part of the Redevelopment Agency's plan for the improvement of the City is the installation of infrastructure in the Central Yuba City area to improve public services to the predominant low- and moderate-income residences.)

d. Program: Economic Development Grants will be applied for to construct major sewer and water drainage extensions into non-serviced lands in the Yuba City urban area to open up more land at lowered development costs.

(In June, 1981, the City installed a sanitary sewer line in Walton Avenue and Lincoln Road in the unincorporated area of the Urban Area opening up more lands for residential development with adequate sewers.)

e. Program: Application through the Housing Authority for Section 8 rehabilitation units allocation.

(See action under Program (2)(f). No funds through the Section 8 program are readily available.)

IV. NEED: Farm worker housing.

a. Program: Continued operation and maintenance of the existing farm worker quarters by the Sutter County Housing Authority.

(The Sutter County Housing Authority continues to operate and maintain the 82 units available for migrant workers during the harvest season and 180 units of farm worker housing 514/516 for agricultural households.)

V. NEED: Housing for the disabled.

a. Program: To explore the advisability of amending ordinances that will allow modification of certain standards for multiple family development if specified as being quarters for disabled persons.

(The City Building Inspection Department has adopted the latest Uniform Building Code which requires accessibility to the disabled and handicapped.)

VI. NEED: Temporary emergency housing.

a. Program: To encourage continued support of emergency housing for battered women, juveniles, and others, and to encourage the establishment of additional quarters when the need arises.

(The City, through CDBG funds has assisted in the rehabilitation and expansion of Casa de Esperanza, a shelter for battered women and children. Funds have also been given to the Depot, a regional facility, a shelter for the homeless in the area.)

VII. NEED: Single head of household.

a. Program: Sufficient units, both existing and future, to provide housing for single household heads.

(A great deal of affordable 1 and 2 bedroom multiple-family units have been constructed since 1980; see apartment rental costs on Pages 5 and 7.)

b. Program: Provision exists in the current Zoning

Ordinance and State law that can permit day care centers in most locations. In addition, an amendment to permit day care centers with Use Permit in the City's R-1 Zone will be considered.

(To address the need of child care for working single parents, a day care center for 12 or less children is allowed by right in any residential zoning district. Centers exceeding 12 children are allowed providing an approved use permit has been secured.)

### **3. Effectiveness of the 1980 Housing Element**

In 1980, with the adoption of the new Yuba City General Plan, a revised Housing Element was also adopted. Specific actions undertaken by Yuba City and/or agencies located in the city providing services have achieved the following:

- a. Identified available sites with and without infrastructure services within the Urban Area that are available for multiple-family and/or assisted housing projects.
- b. Added 192 units of assisted housing to the county-wide housing stock between 1983 and 1988.
- c. Implemented the Mortgage Credit Certificate Program in Yuba City and, between 1988 and December, 1989, assisted 120 first-time home buyers in the purchase of their first home.
- d. Adopted a resolution supporting the re-establishment of the Mortgage Credit Certificate Program on a countywide basis after January, 1990, which was successful and has supported the Housing Authority efforts in 1991 to continue the program.
- e. Assisted the Housing Authority in the correction of a public health problem at Richland Housing Center through the use of Community Development Block Grant Program funds to connect the Center to the Yuba City sanitary sewer and water systems.
- f. Amended the Zoning Code to allow by use permit two single-family residences on a single-family residence zoned lot.
- g. Provided water and sanitary sewer services to a 100-unit farm workers housing project in the unincorporated area adjacent to the City, the first 52 units of which were available for occupancy in the Spring of 1990.
- h. Completion by the Rural California Housing Corporation (RCHC) of a housing status and rehabilitation report for all housing units within the corporate City limits.

- i. Allocated CDBG funding for a housing rehabilitation program to be administered by Sutter County Housing Authority.
- j. Assisted in the rehabilitation and expansion of Casa de Espananza, the local shelter for battered women and children through CDBG funding.
- k. Added over 1,672 new housing units, a 15.9 percent increase, to the existing corporate housing stock of the City.

#### **4. Appropriateness of 1991 Goals, Policies and Objectives**

The goals, policies, and objectives of the revised Housing Element reflect projected growth from the Regional Housing Needs Allocation Plan for Yuba City. Although it is believed that these may reflect a slightly low projection of housing units necessary by 1995, based upon the experience since 1980, they have shown some degree of accuracy over the short term.

Additional language has been included in the Element to strengthen the City's commitment to housing and neighborhood rehabilitation. Experience since 1980 and analysis included in this element appear to indicate that one of the best ways to reduce the need for new housing and one of the best sources of low-income housing is to maintain our current supply of existing housing in a safe, sanitary, and inhabitable condition and environment. The City supports a strong, active rehabilitation program.

#### **5. 1991 Housing Goals, Policies and Objectives**

**GOAL I.** Provide incentives and programs to insure the provision of safe and sanitary housing with adequate public services for existing and future residents of the City.

Objective 1A. Preserve existing housing stock in a safe and sanitary condition.

Policy 1A-1. The existing housing stock shall be preserved to the extent possible in a safe, sanitary, and livable environment.

Implementation 1A-1a: Identify areas of housing and infrastructure deterioration and blight which would benefit from neighborhood rehabilitation.

Responsible Agency: Sutter County Housing Authority.

Financing: CDBG Program and Redevelopment Agency funds.

Time Frame: Completed by RCHC in 1990.

Implementation 1A-1b: City building, fire, health, and zoning codes shall be enforced to remedy existing pockets of blight and deterioration.

Responsible Agency: Building, Fire, and Planning Departments.

Financing: Annual budget.

Time Frame: This is a continuous and on-going practice.

Objective 1B. Creation of new low- and moderate-income housing units to meet community needs.

Policy 1B-1. There shall be created a housing specialist responsibility in the Redevelopment Agency of the City to oversee and direct the goals and policies contained in this element to ensure the betterment of special need households and to assist in the efforts of the Redevelopment Agency and Housing Authority to maximize the City's effort in meeting the housing needs of existing and future residents.

Implementation 1B-1a: The housing specialist shall coordinate with the Planning Department, Redevelopment Agency and Housing Authority staff in efforts to develop affordable housing. Among the duties of the housing specialist is implementation of the programs listed in the Housing Element.

Implementation 1B-1b: The housing specialist shall: meet with developers, lenders, and other segments of the private sector to encourage and assist the development of housing; plan and implement meetings to inform developers and public officials of the need and opportunity to develop affordable housing; establish and maintain contact with city/county staff members involved in housing development efforts.

Implementation 1B-1c: The housing specialist shall, in cooperation with the Housing Authority, seek to develop financing sources for the construction of affordable rental housing. The City's CHAS lists the sources of funding for affordable housing over the next five years. The sources identified include; HOME funds, CDBG funds, rental vouchers, rental certificates, and redevelopment funds.

Implementation 1B-1d: The housing specialist shall continue to do research and compile information on the need to build housing; develop and implement

strategy to secure Article 34 Referendum authority for construction of public housing. This information is provided in the updates of City's CHAS.

Implementation 1B-1e: The housing specialist researches proposed legislation which impacts the development of affordable housing; initiates and submits grant applications to assist in the development of housing; and establishes contact with community and neighborhood groups to enlist their support in development of rental housing.

Implementation 1B-1f: The housing specialist along with HACS shall prepare applications for HUD funding of rental construction and rehabilitation programs, including a variety of federal, state, and private funding programs; assist in the preparation of work write-ups, specifications and estimates of building construction.

Responsible Agency: Redevelopment Agency.

Financing: Redevelopment Agency funds.

Time Frame: On-going as part of the Redevelopment Agency's daily business

Implementation 1B-1g: Obtain funding through the Community Development Block Grant Program and the Yuba City Redevelopment Agency for a housing and neighborhood rehabilitation program for up to 25 dwelling units per year.

Responsible Agency: Redevelopment Agency and Sutter County Housing Authority.

Financing: CDBG Program and Redevelopment Agency funds. (Entitlement CDBG funds already received by the City is the seed money for the rehabilitation program. Once established, the 20% tax allocation from the Redevelopment Agency will be used to continue program funding.)

Time Frame: 25 units per year for the life of this Element.

Implementation 1B-1h: Continuation of P. G. & E.'s and Rural Opportunity Resource's home energy audits, weatherization and minor home repair programs. The number of homes participating in this program varies with funding. P.G. & E. anticipates providing over 1200 homes with energy saving services for the 1992/93 year.

Responsible Agency: Resource Opportunity Center and Sutter County Housing Authority.

Financing: Pacific Gas and Electric Company, State Public Utilities Commission, and The Department of Energy.

Time Frame: These programs are expected to run through 1995.

Objective 1C. New housing added to the City's housing stock shall be safe and sanitary and in a liveable environment with adequate public services for the level of development.

Policy 1C-1. New housing in the City and Urban Area shall have full public services and improvements consistent with the City Councils' adopted sewer and water connection policies.

Implementation 1C-1a: The City shall require that housing projects within the Urban Area shall provide all public services and improvements as part of development approval.

Responsible Agency: Yuba City Planning Commission and City Council.

Financing: Annual budget.

Time Frame: On-going.

Policy 1C-2. New housing shall be constructed to meet all current building, fire, health, public works, and zoning codes.

Implementation 1C-2a: All development projects will be required to comply with existing codes at the time of approval.

Responsible Agency: Building, Fire, and Planning Departments.

Financing: Annual budget.

Time Frame: On-going.

Policy 1C-3. Allow emergency shelters and transitional housing in R-3 zoned property.

**Implementation 1C-3a:** The City's zoning code shall allow emergency shelters or similar uses as a right but subject to the same standards as other housing developments.

**Responsible Agency:** Planning Department.

**Financing:** Annual Budget.

**Time Frame:** On-going

**GOAL 2.** Encourage the adequate supply of various housing types at various densities to meet the needs of all income groups and insure that housing opportunities are open to all without regard to race, color, age, sex, religion, national origin, family status or physical handicap.

**Objective 2A.** Provide an adequate housing supply for all members of the community.

**Policy 2A-1.** An adequate supply of available land to meet non-agricultural, unincorporated housing needs shall be provided within the City and Urban Area.

**Implementation 2A-1a:** Annually estimate the amount of vacant land available for single-family and multiple-family residential housing within the City and Urban area. When the remaining dwelling unit capacity of that land falls below an estimated supply necessary for a three-year period, the Planning Department shall recommend amendments to the Planning Commission and City Council to increase the supply.

**Responsible Agency:** Planning Department.

**Financing:** Annual budget.

**Time Frame:** Annual review over the life of the Plan.

Policy 2A-2. Yuba City shall insure that the Housing Element continues to address the housing needs of existing and future residents and provides adequate opportunity for present and future residents.

Implementation 2A-2a: Revision of the Housing Element to incorporate 1990 Census data.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Revision begins July, 1993

Policy 2A-3: Establish a housing referral program to assist the elderly in obtaining affordable housing by making use of those "empty" bedrooms in the homes of elderly householders for other elderly persons.

Implementation 2A-3a: Through the use of City CDBG entitlement funds, set up a program with Housing Authority as administrator.

Responsible Agency: Sutter County Housing Authority.

Financing: HUD through CDBG program.

Time Frame: Begins July 1993.

Objective 2B. Provide an increase in assisted housing for low- and moderate-income families.

Policy 2B-1. The Sutter County Housing Authority shall be supported in its effort to continue to develop and administer programs of housing assistance and rehabilitation in conjunction with HUD and the State Department of Housing and Community Development.

Implementation 2B-1a: Article 34 referendums shall be supported and encouraged when requested by the Housing Authority to assist in increasing the supply of assisted, low- and moderate-income housing in the incorporated area.

Implementation 2B-1b: Support an increase of 25 units annually over the next five years as part of a locally administered Section 8 housing program.

Responsible Agency: Sutter County Housing Authority.

Financing: HUD. As funds are available annually through application by the Housing Authority.

Time Frame: The City shall seek Article 34 approval when the Housing Authority determines there is a need.

Objective 2C. Develop guidelines and criteria for conversion of residences to another use or other ownership form.

Policy 2C-1. Conversion of mobile home parks to other non-residential uses or to mobile home subdivisions shall not be approved without adequate and reasonable provisions for relocation of existing tenants.

Implementation 2C-1a: Amend the Yuba City Zoning Codes and Ordinances to provide procedures similar to the existing condominium conversions process regulating the conversions of existing mobile home parks.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: July, 1993

Policy 2C-2. Condominium conversions should only be approved when adequate alternative rental housing is available and when the structures are judged to meet acceptable health and safety standards.

Implementation 2C-2a: Continue to conduct the annual apartment survey to determine the vacancy rate.

Objective 2D. Provide a regulatory frame-work that encourages various housing types and affordable options.

Policy 2D-1. Second unit housing may be permitted when normal parking, yard, lot coverage and height requirements are complied with.

Implementation 2D-1a: Second units meeting Zoning Code requirements are now allowed by use permit in single-family residential zones.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: On-going.

Policy 2D-2. The Land Use Element of the Yuba City Urban Area General Plan shall be a major determinant of residential density. Stated dwelling unit density ranges shall be computed to the nearest one-tenth of a whole number and must comply with the stated dwelling unit density range. Density bonuses exceeding this range may be approved pursuant to the laws of the State of California only when long-term guarantees are provided for the continued provision of low and moderate income housing.

Implementation 2D-2a: Allow zero lot line residential development as contained in the planned development review process.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Started January, 1992; On-going

Implementation 2D-2b: Amend the Yuba City Zoning Code to provide high-density, multiple-family housing of up to 45 dwelling units per acre as is currently allowed by the High Density Residential designation of the General Plan. Approximately 142 acres of land containing up to 6,000+ units could be designated in the Specific Plan for the Town Center when approved in April 7, 1992. Development could occur as early as January, 1993.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Begin in January, 1993 to run for the life of the Plan.

Policy 2D-3. Mobile homes on individual residential lots and mobile home parks shall be considered as a residential use and allowed in residential areas in Yuba City pursuant to respective regulations when minimum and maximum density range requirements are met.

Implementation 2D-3a: Mobile homes on residential lots are currently allowed by zoning clearance review.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: On-going.

Policy 2D-4. The City will encourage developers to participate in programs to provide affordable housing.

Implementation 2D-4a: To encourage the purchase of 50 housing units by low-income households who otherwise would be unable to purchase a home through such programs as the Mortgage Credit Certificate Program, and others.

Responsible Agency: City Council in cooperation with the Sutter County Housing Authority.

Financing: HUD

Time Frame: On-going.

Objective 2E. Discourage unfair housing practices.

Policy 2E-1. Yuba City shall continue to encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and the sale or rental of housing.

Implementation 2E-1a: The Sutter County Housing Authority, as part of its contract with the City to provide an affirmative action program in accordance with the CDBG program, will provide notice and information on the Rumsford Fair Housing Act. (Upon adoption of the Housing Element)

Implementation 2E-1b: Yuba City will refer known incidents of discrimination in lending practices and the sale or rental of housing to the Sutter County District Attorney and/or the California Rural Legal Assistance (CRLA) for action.

**Responsible Agency:** All City departments and Sutter County Housing Authority.

**Financing:** Annual budget and CDBG Program.

**Time Frame:** On-going City policy.

**Policy 2E-2.** Yuba City shall continue to take affirmative actions as identified above and in the report of actions completed to fulfill and support its fair share of regional housing needs for the area.

**Implementation 2E-2a:** Yuba City shall amend its Housing Element to include the revised regional fair share needs data.

**Responsible Agency:** Planning Department.

**Financing:** Annual budget.

**Time Frame:** Revision to follow SACOG updates on "fair share" housing needs.

**Objective 2F.** Develop an energy-efficient housing program.

**Policy 2F-1.** Yuba City shall encourage the use of energy efficient materials and technology in new construction.

**Implementation 2F-1a:** Conduct a study and develop recommendations on energy conservation technologies and programs.

**Responsible Agency:** Building Departments.

**Financing:** Annual budget.

**Time Frame:** Begin January, 1993.

## 7. Quantified Objectives

Based upon the projection of housing needs as found earlier in this Element and SACOG's fair share allocation as published in their Regional Housing Needs Allocation Plan (RHNAP), Yuba City will need approximately 341 new housing units annually until July, 1996. The City feels that these units should be equally distributed between the four income categories. The following table is established to provide targets for the development of housing within the incorporated area of Yuba City. The total number of housing units exceed the basic need by over 900 units. The number of units targeted for the very-low and low-income households are conservatively estimated with hopes that with a beneficial financial climate, monies from both private and public sources will be realized. The large number shown for moderate and above households reflects the single-family residential developments ready for construction in the southeast and northwest quadrants of the City. To meet the target total, the City would have to average 564 units per year for the life of this Element.

TABLE F-23  
HOUSING PRODUCTION TARGETS  
1991-1996

ACTION	ACTIVITY	UNITS	VERY LOW	LOW	MODERATE	ABOVE MODERATE
<b>New Construction</b>						
2D-1	-Second Units	15	5	10		
1B	-Moderate & Above	2,500			900	1600
2B, 2B-1	-Assisted Rental	223	68	165		
2D-3	-Mobile homes	20	10	10		
2D-4	-Low Income Loans	50	5	45		
2D-4	-Affordable Apts.	50		50*		
<b>Conserved</b>						
	-Units At-Risk	310	310			
<b>Rehabilitation</b>						
1A-1	-Housing Renovation	125	100	25		
1A-1	-Energy Audit	75		75*		
<b>TOTALS</b>		<b>3,368</b>	<b>498</b>	<b>380</b>	<b>900</b>	<b>1600</b>

\* Low income or below

The targets shown in TABLE F-24 are conservative and again it is hoped that the housing rehabilitation program will have funding to exceed the 25 units targeted per year.

TABLE F-24  
HOUSING PRESERVATION AND MODIFICATION  
TARGETS 1991-1996

ACTION	ACTIVITY	TOTAL UNITS
1A-1	Housing Renovation	125
1A-1	Energy Audit & Retrofit	75
TOTAL		200

Chapter 1140, Statutes of 1989, amended housing element law to require the housing program to include, by January 1, 1990, an estimate of funding to accrue in the Low and Moderate Income Housing Fund through the end of the planning period, and the planned use of these funds.

In 1989 dollars, the Redevelopment Agency expects to net \$612,257.00, as the 20% allocation for housing development over the next five years. The redevelopment plan calls for these monies to be used to increase and improve affordable housing opportunities for low- and moderate-income persons.

Programs which will be funded as the money accumulates include, but are not limited to: a) housing rehabilitation, b) land acquisition, c) loans for multiple-family construction, d) assistance to low-income homebuyers, and e) administrative services.

Funding has only started to trickle in, therefore no specific programs other than rehabilitation have been identified at this time.

## **HOUSING ELEMENT AMENDMENT**

### **I. Introduction**

State law (Chapter 1451, and Chapter 889, Statutes of 1989, amended Section 65583 of the Government Code) requires an analysis and a program for preserving federally assisted housing developments eligible for conversion to market rate rents (at-risk units).

The purpose of this analysis is to identify actions (programs) which the City can take to preserve federally assisted housing units that will prevent or minimize tenant displacement and will preserve the local affordable housing stock.

### **II. Period of Analysis**

The analysis is to cover a ten year period divided into two five-year segments coinciding with Housing Element updates. The first segment runs from July 1991 to June 1996, the second July 1996 to June 2001.

### **III. Inventory of Units At-Risk of Losing Use Restrictions**

This inventory includes all multifamily rental units which are assisted under any of the federal programs listed in subdivision (a) of Section 65863.10, state and local multifamily revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, or local in-lieu fees. At present Yuba City has only federally assisted projects.

According to the U.S. Department of Housing and Urban Development's "1991 Annual Summary: Inventory Of Low Income Rental Units Subject To Termination Of Federal Mortgage And/Or Rent Subsidies By The Year 2008", there are five properties in the City that receive Federal assistance and may be at-risk of conversion. The U.S. Department of Housing and Urban Development (HUD) provided updated expiration dates for each property.

Table F-25

1. Name and address of property:	Live Oak Apartments 645 Queens Ave. Yuba City, 95991
Name and address of property owner:	R. Schlaegel & Asso. 3237 Danville Blvd. Alamo, CA 94507

Type of govt. asst. received:	Section 221(D)(4) Market Rate Mortgage Section 8. Family
Earliest possible change from low-income use:	Section 8 renewal Sept 30, 1996
Total number of units that could be lost:	Contains 88 FHA financed units, 35 of which are Section 8, and 5 of the Section 8 units are elderly.
<b>2. Name and address of property:</b>	
Name and address of property owner:	Sutter Village 1200 Gray Ave Yuba City, 95991
Type of govt. asst. received:	Sutter Village ALP 1800 Ave. of Stars Los Angeles, 90067
Earliest possible change from low income use:	Section 221 (D)(4) Market Rate Mortgage new const. Section 8 Elderly
Total number of units that could be lost:	Section 8 renewal March 28, 1998
<b>3. Name and address of property:</b>	
Name and address of property owner:	Contains 74 FHA financed units, all are Section 8 and elderly
Type of govt. asst. received:	Spencer Arms Apts. 1340 Gray Ave Yuba City, 95991
Earliest possible change from low income use:	Spencer Arms AGP 2625 Fair Oaks Blvd Sacramento 95864
Total number of units that could be lost:	Section 236(J)(1) Market Rate Mortgage Family
	Nov 9, 1993
	Contains 64 FHA financed units

4. Name and address of property owner:	Peach Tree Terrace Apt 1111 Railroad Ave. Yuba City, 95991
Name and address of property owner:	Thomas Dunnigan 3301 Watt Ave. Sacramento, 95821
Type of govt. asst. received:	Section 221(D)(4) Market Rate Mortgage Section 8. Family
Earliest possible change from low income use:	Section 8 renewal April 30, 1995
Total number of units that could be lost:	Contains 80 FHA financed units. The project has two Section 8 contracts, one for 7 units and one for 17 units.
5. Name and address of property owner:	Queen Ann 665 Queens Ave. Yuba City, 95991
Name and address of property owner:	Queen Ann INV CO 25 Cadillac Dr. Sacramento, 95825
Type of govt. asst. received:	Section 236(J)(1) Market Rate Mortgage Family
Earliest possible change from low income use:	Dec 18, 1995
Total number of units that could be lost:	Contains 80 FHA financed units

Projects With 236 loans are among those regulated by HUD and eligible for incentives from the Low-Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA). The intent is to preserve assisted units by providing the owners an alternative means of realizing a reasonable return on their investments. These alternatives involve either continuing ownership with additional federal incentives, or selling the property, with a First Right-of-Refusal process for nonprofit and public entities.

Both the Spencer Arms Apartments and the Queen Ann project are financed through HUD Section 236. According to a HUD Loan Specialist, these properties will remain low income for the life of the mortgage. The Federal Register 24 CFR 50, 219, 221, 236, 241, and 248 states that in areas where the supply of low income housing is inadequate, the low income affordability restrictions must be maintained on the projects for their remaining useful life, but owners receive a fair market return on their investment through the receipt of incentives provided by HUD or through a transfer of the property to other entities which agree to continue the low income affordability restrictions.

Because of the conversion restrictions mentioned in 24 CFR 50, 219, 221, 236, 241, 248, the City does not consider the Spencer Arms Apartments or the Queen Ann Apartments to be at-risk. In the event they become at-risk of conversion or sale, the City in cooperation with the Housing Authority of County of Sutter and the Rural California Housing Corporation has First Right-of-Refusal for acquisition of these projects and preserving them for affordable housing. A project becomes eligible to file a Notice of Intent for conversion two years prior to the date of earliest prepayment.

The other three projects: Live Oak Apartments, Sutter Village, and Peach Tree Terrace Apartments used Section 221(D)(4) FHA financing along with Section 8 contracts to provide affordable housing, these are considered at-risk. The Section 8 contracts for these properties work in the following manner. The renters pay their portion of the rent, which is 30% of their adjusted monthly gross income, to the owner or manager of the development. The Housing Authority of County of Sutter (HACS), acting as the agent for HUD, pays the difference to the owner or manager between the rent paid by the tenant and the market rate rent. Market rate rents are determined and reviewed on a yearly basis by HUD. In order for the owners to terminate their Section 8 contracts they must provide HUD with notice one year prior to the date of automatic renewal.

Prior to the end of the current planning period (June 1996) four of the five projects will either come up for Section 8 renewal or become eligible for mortgage prepayment. These possible at-risk projects are Sutter Village, Peach Tree Terrace Apartments, Spencer Arms Apartments, and Queen Ann Apartments.

#### **IV. Cost Analysis of Preserving At-Risk Units vs. Replacement**

Preservation costs are broken into two categories. The first includes Section 236 projects and the second includes the Section 221 projects.

As discussed on page 61, LIHPRHA provides incentives for Section 236 projects. HUD will provide mortgage loan insurance on acquisition loans for up to 95% of the equity to priority

purchasers. If, theoretically, Spencer Arms and Queen Ann Apartments were sold to qualified non-profits prior to extending the 20-year mortgages with the current owners, total preservation cost for these two projects would amount to \$8,074,500 (Based on the HUD projections located in Tables F-26 & 27). The City's 5% equity contribution would be \$403,725, divided as follows: \$187,865 for Spencer Arms and \$215,860 for Queen Ann.

Given the good condition of the Section 221 projects within Yuba City, project maintenance costs are likely to be low. Therefore, it is assumed that rental income and HUD section 8 subsidies will defray the monthly mortgage and maintenance costs.

The cost of producing new low-income rental housing, where units have converted to market rate rents, may not be economically feasible. HUD provided the following replacement cost figures. The first category lists the maximum dollar amount that can be spent per unit for new elderly housing construction using HUD funding. The second category on the following page lists the maximum to be spent per unit on public housing. Both of these cost tables are for multi-family construction in 1991 dollars.

Table F-26

Elderly Housing Developments

<u># of Bedrooms</u>	<u>Cost Per Unit</u>
Studio	\$47,374
1	\$54,622
2	\$65,874
3	\$84,319
4	\$93,935

Public Housing Developments

<u># of Bedrooms</u>	<u>Cost Per Unit</u>
1	\$44,550
2	\$58,000
3	\$72,600
4	\$87,150

Source: U.S. Department of Housing and Urban Development, personal communication, 6/16/92.

Using the previous figures provided by HUD we can approximate the cost of replacing each of the properties. The estimates on the following page are the highest costs per unit HUD will allow for new construction, which would be the worst case scenario.

Table F-27

Live Oak Apartments	32 1 bdrm x \$44,550 = \$1,425,600
	<u>56</u> 2 bdrm x \$58,000 = <u>\$3,248,000</u>
	88 Total \$4,673,600
Sutter Village Elderly Housing	73 1 bdrm x \$54,622 = \$3,987,406
	<u>1</u> 1 bdrm x \$65,874 = <u>\$65,874</u>
	74 Total \$4,053,280
Spencer Arms Apts.	14 1 bdrm x \$44,550 = \$623,700
	34 2 bdrm x \$58,000 = \$1,972,000
	<u>16</u> 3 bdrm x \$72,600 = <u>\$1,161,600</u>
	64 Total \$3,757,300
Peach Tree Apts.	32 1 bdrm x \$44,550 = \$1,425,600
	24 2 bdrm x \$58,000 = \$1,392,000
	<u>24</u> 3 bdrm x \$72,600 = <u>\$1,742,400</u>
	80 Total \$4,560,000
Queen Ann	24 1 bdrm x \$44,550 = \$1,069,200
	<u>56</u> 2 bdrm x \$58,000 = <u>\$3,248,000</u>
	80 Total \$4,317,200

Source: HUD and the Comprehensive Housing Affordability Strategy for Yuba City.

According to the HUD figures if the City were to replace all of these units it would cost approximately \$21,360,000 however, the cost of construction would be offset by the rental income. Based on these costs for replacement with new construction and the cost of preservation, it is more feasible for the City to assist housing groups in acquiring these projects and maintain them for affordable housing than to replace them with new units.

## V. Resources For Preservation

According to Section 65583(a)(8)(C), the Housing Element shall identify public entities and private nonprofit corporations which have legal and managerial capacity to acquire and manage assisted housing developments. Inclusion on this list would be based on an expression of interest in acquiring and managing such projects. HACS and RCHC expressed interest and are currently included on the list.

### A. Public Agency and Nonprofit Housing Corporations

The Housing Authority of County of Sutter (HACS) and Rural California Housing Corporation (RCHC) are the two organizations currently providing housing related services in Yuba City who are

also experienced in managing and operating low income rental housing. Both have extensive expertise in working with low and very low income households. Their activities focus on providing affordable housing options within the community that meets the definition of decent, safe, and sanitary.

Recent legislation enacted in 1991 further enabled the rescue of these at-risk units by allowing Housing Authorities to acquire and operate these developments without having an Article 34 voter approval in place. The argument for allowing this waiver is based upon the fact that these are existing units already in place and do not constitute additional units coming into the marketplace.

Article 34 referendum legislation creates a check for the voters on public agencies providing low income housing. Before any public agency builds or creates assisted housing the entity must receive voter approval. Without this approval an agency cannot create new publicly owned subsidized housing.

The Yuba City Redevelopment Agency is also an interested party in the preservation of affordable housing within the community. Although the Agency does not have the ability nor expertise to own or operate low income housing developments, as situations arise, the Agency would join with HACS and/or RCHC to protect units in danger of conversion. The Yuba City Redevelopment Agency provides these housing groups with staff time in planning strategies and programs, as well as financial support for carrying out programs.

#### B. Public Financing and Subsidy Programs

Programs which provide funds for these types of activities are limited. From year to year, there are no assurances that federal and state programs will be made available. However, until the City receives notice that these programs are no longer available they will be considered as suitable financing sources. Currently, the City can rely upon the following programs for funding sources:

Table F-28

Programs	Funds Anticipated For 1992-1996
Home Investment Partnership Program (HOME)	\$400,000
Community Development Block Grants (CDBG)	\$500,000
Section 8 Rental Certificates and Rental Vouchers	\$250,000
Public Housing CIAP	* \$192,000
Redevelopment Housing Set-aside.	** \$320,000

\* These funds are slated for rehab projects only.

\*\* \$100,000 of the \$320,000 is set aside for Tenant Assistance.

These programs are also included in the City Comprehensive Housing Affordability Strategy (CHAS). HUD requires any city or county wishing to receive federal funding to submit a CHAS that addresses the housing needs in five year increments.

These HOME, CDBG and Redevelopment funds are instrumental in that they can be leveraged with other public and private funds to maximize the assistance.

## **VI. Quantified Objectives: Number of At-Risk Units to be Preserved**

Section 65583(b) requires the establishment in the housing element of quantified objectives for the maximum number of housing units that can be constructed, rehabilitated, and conserved over the five-year time frame.

Table F-29

### **Housing Production Targets 1991-1996**

Activity	Units Total	Very Low	Low	Mod.	Above Mod.
NEW UNITS	2810	88	230	900	1600
-Second Units	15	5	10		
-Moderate & Above	2,500			900	1600
-Assisted Rental	233	68	165		
-Mobile homes	20	10	10		
-Low Income Loans	50	5	45		
CONSERVED	310		310		
-Units at-risk	242		242		

Source: Yuba City Housing Element, 1991.

Of the 310 units to be conserved 242 are the units identified at-risk (per pages 62-64).

## **VII. Program Efforts to Preserve At-Risk Units**

According to Section 65583(c)(6) the housing element shall include programs to preserve the low-income use of at-risk projects listed in the ten-year inventory, with specific focus on units at-risk during the first five year period.

Objective: Preserve Federally Assisted Housing.

Policy: Facilitate any acquisition of federally assisted housing units that plan to convert to market rate rents.

**Implementation:** HACS has voter approval to create 76 units of elderly housing. The Housing Authority can also acquire existing assisted housing without triggering Article 34.

**Responsible Agency:** Housing Authority of Sutter County

**Funding:** CDBG, HOME, Public Housing CIAP, and \$250,000 in additional rental certificates and vouchers.

**Implementation:** The Yuba City Redevelopment Agency shall use set-aside funds to help HACS and RCHC purchase federally assisted housing that begin the conversion procedure.

**Responsible Agency:** Redevelopment Agency

**Funding:** 20% set aside.

**Policy:** Monitor Units at Risk.

**Implementation:** The Housing Authority of Sutter County shall regularly monitor the status of the federally-assisted projects within Yuba City. The monitoring consists of contacting HUD representatives for possible Notices of Intent and determining the status of approval for HUD incentives. If HUD has received a Notice of Intent the Housing Authority shall notify those organizations with Right-of-First Refusal along with the tenants of the affected project.

**Time Frame:** The earliest potential conversion dates for at-risk projects in Yuba City are identified in the following table. The Section 236 mortgage prepayment the owners must prepare a Notice of Intent two years prior to the date of conversion. For Section 8 projects to opt-out the owners must provide at least one year advanced notice to HUD prior to the date of renewal.

Table F-30

Project Name	Potential Conversion Date	Date of Notice of Intent
Live Oak Apartments	Sept, 1996	Sept, 1995
Sutter Village	Mar, 1998	Mar, 1996
Spencer Arms Apartments	Nov, 1993	Nov, 1991
Peach Tree Apartments	April, 1995	April, 1994
Queen Ann Apartments	Dec, 1995	Dec, 1993

**Responsible Agency:** Housing Authority of Sutter County.

**Funding:**

Objective 1B and 2B of the Housing Element (Page 51 and 55) also describe the City's commitment to affordable housing. These

objectives are supported by policies, implementation measures, responsible agencies, and financing.

As stated in the CHAS and Section V of this Amendment the City anticipates using HOME, CDBG, and Redevelopment funds to leverage with other public and private funds to acquire affordable housing.

## VIII. Summary

Yuba City has three projects at-risk according to the "1991 Annual Summary: Inventory of Low Income Rental Units Subject to Termination of Federal Mortgage and/or Rent Subsidies By the Year 2008". They are Live Oak Apartments, Sutter Village, and Peach Tree Terrace Apartments. It is not known if these three projects will file a Notice of Intent with HUD to opt-out of their Section 8 contracts when they come up for renewal in the future. But to opt-out the owner must provide at least one-year advanced notice and none has been filed with HUD.

The owners have had renewal option(s) in the past and have renewed. Should the owners opt for conversion to market rate rents the City along with HUD, HACS, and RCHC will preserve these units either through incentives or acquisition.

Yuba City, HACS, and RCHC believe it is imperative that we work jointly to maintain these assisted units. Preservation is our number one goal in order to keep these projects as a revolving low income housing source.

## G. HAZARDS

### Analysis

#### 1. Flooding

As described in the Inventory section, Yuba City and its surrounding urbanized area may be subject to flooding from either the adjacent river in extreme flood stage, a catastrophe at one of the dams along those rivers or from purely localized drainage conditions. To various degrees, we are protected from flooding by a series of levees and dams along the Sacramento, Feather, Yuba and Bear Rivers. Local drainage channels, principally the Gilsizer Slough and the Live Oak Canal, provide storm water relief in the Urban Area. (Further discussion of localized drainage problems are found in the section covering Public Facilities. The remainder of this section discusses possible river and dam break flooding.)

The National Flood Insurance Act of 1968 has adopted as a desired level of protection the standard that development should be protected from flood water damage of the Intermediate Regional Flood (IRF), i.e. that flood which has an average frequency of occurrence in the order of once in 100 years, although the flood may occur in any year. Flood control measures on the Sacramento River, Sutter By-Pass and the Feather River above Marysville meet this level of protection, however, the Feather River below Marysville does not.

With the completion of the Oroville Dam, the Feather River above Marysville, can be controlled to what the U.S. Army Corps of Engineers refer to as the "objective flow." The objective flow is the maximum flow at critical points which cannot be exceeded and still retain protection from flooding. The table below lists these flows at several stretches of the river:

TABLE G-1

Yuba River at mouth	120,000 c.f.s.
Feather River above Marysville	180,000 c.f.s.
Feather River below Marysville	300,000 c.f.s.
Feather River below Bear River	320,000 c.f.s.
Feather River below Sutter By-Pass	380,000 c.f.s.

The problem that occurs is that the Yuba River is not fully controlled. The Bullards Bar Reservoir controls only 36% of the Yuba River drainage area. The remaining 64% of the drainage area is intended to be controlled by Marysville Dam in one of its alternative forms if it is constructed. At present, under severe flood flow conditions, the objective flow of the Yuba River and of the Feather River below Marysville can be exceeded and thus repeat flooding similar to that of the 1955 disaster.

The present objective flow capacity of the Feather River below Marysville is sufficient to carry the flood waters that have a statistical chance of occurring once every 100 years.

In response to the riverine flood threat, both Yuba City and Sutter County have adopted emergency operation plans. These plans specify procedures and policies as well as lines of authority for use during either times of flood threat or actual flooding.

In addition to riverine flooding, the Urban Area is also subject to more severe flood threats from a break in any of the dams on the local rivers. To deal with this threat, both Yuba City and Sutter County have adopted dam break plans similar to their flood threat plans to be used in times of emergency.

## **2. Ground Failure**

Except for the known minor faults in the Sutter Buttes, no evidence of geological hazards exist within the Urban Area. In reviewing the past history of geologically related damage that had occurred locally, it appears that those measures required by the Uniform Building Code and enforced by local building departments are adequate; therefore, no new policies regarding ground failure are proposed.

## **3. Fire Safety**

The discussion of Fire safety Issues is provided in the Public Facilities Section of this Plan.

## **4. Noise**

As can be seen by Table G-2 entitled, "Generalized Response to Noise Levels," noise has a definite adverse physiological and psychological effect on people. Prolonged exposure to even moderate noise levels or short exposure to extremely high noise levels can cause hearing impairment, increased cardiovascular blood pressure, increased stress and several other ailments. Individual responses to various levels of noise differ from person to person, however, as a general statement, the following levels elicit the corresponding responses:

TABLE G-2  
GENERALIZED RESPONSE TO NOISE LEVELS

<u>Level</u>	<u>Response</u>
45 dBA	Significant portion of the population (30%) suffers some form of sleep interference.
50 dBA	Background noise is generally noticeable and begins to interfere with human activity. Minor complaints result generally due to sleeping interference.
55 dBA	Threshold of stress response. Portions of the population start to experience mental and medical effects. Interferes with normal conversational levels. Sporadic complaints from neighbors occur.
60 dBA	Noise is intrusive of most activities. Conversation must be loud at four feet. Increased level of complaints.
70 dBA	Awaken from sleep. Use of telephone is difficult. Voice communication almost beyond maximum level of acceptance for entire population. Conversation must be loud at two feet.

Most residents of the Urban Area generally live in what can be described as a "quiet" environment (less than 60 dBA ambient background level). As can be seen from the noise contour maps in the Inventory section on Noise, noise levels greater than 60 dBA in the area are generally associated with some form of transportation facility, i.e. highways, major streets, railroads or the Sutter County Airport. Based upon these maps and upon 1980 Census population data, approximately 2,640 people resided in areas with exterior noise levels greater than 60 dBA, approximately 1,340 people resided in areas of 65 dBA or louder, and approximately 690 people resided in areas of 70 dBA or louder. Assuming that normal area expansion occurred, a result of increased noise from increased traffic would impact the 1990 populations living within the 60 dBA, 65 dBA and 70 dBA areas of 2,880 people, 1,480 people and 760 people respectively.

As urban usage increases in the Yuba City Urban Area, noise related conflicts increase. Urban Area residents generally wish to live in a quiet community, protected from the nuisance of intrusive noise. Two methods that are commonly used are

appropriate land use planning to separate conflicting noise sensitive uses from noise generating uses and a community noise ordinance that regulates noise levels and activities within the community.

Table G-3 is a basis for developing noise sensitive land use decisions and a guide for a community noise ordinance. It divides land uses into three categories depending upon their sensitivity to noise--Critically Impacted Land Uses, Moderately Impacted Land Uses and Primary Noise Generators. It also divides the day into different periods giving maximum allowable noise levels for each. These recommended noise levels should be used as a basis for judging whether a particular use is suitable from a noise viewpoint at a specific location. Additionally, it should be noted that when existing uses with conflicting maximum noise levels are adjacent, the needs of the more noise sensitive use should prevail.

TABLE G-3

MAXIMUM EXTERIOR AMBIENT ALLOWABLE  
NOISE LEVEL OBJECTIVES\*

<u>Impact</u>	<u>Land Use</u>	<u>7 a.m. to 10 p.m.</u>	<u>10 p.m. to 7 a.m.</u>
Critically Impacted Uses	Hospitals/Mental Facilities	45 db (A)	40 db (A)
	Passive Recreation Areas	45 db (A)	45 db (A)
	Schools	45 db (A)	45 db (A)
	Agriculture	50 db (A)	50 db (A)
	Low Density Residential	50 db (A)	50 db (A)
Moderately Impacted Land Uses	Multi-Family Residential	55 db (A)	50 db (A)
	Neighborhood Commercial	55 db (A)	55 db (A)
	Professional Office	55 db (A)	55 db (A)
	Retail Commercial	60 db (A)	55 db (A)
	Outdoor Stadiums & Active Recreation	70 db (A)	70 db (A)
Primary Noise Generators	Light Manufacturing	70 db (A)	65 db (A)
	Heavy Manufacturing	75 db (A)	70 db (A)
	Airports**	75 db (A)	70 db (A)
	Pistol Ranges	75 db (A)	70 db (A)

\*These levels should be measured at the property line, 36 inches above the ground.

\*\*Areas within the noise "footprint" area may have higher sound levels while aircraft are being tested or taking off and landing.

## 5. Airport Safety

The Sutter County Airport is located southeast of and adjacent to Yuba City, between the Feather River and Garden Highway. The airport had 35,000 operations, i.e. takeoffs and landings, in 1977 and is expected to double that volume by 1990.

Surrounding land uses include the fairgrounds parking lot and single-family residences to the north; the Feather River to the east; vacant industrial land to the south; and various industrial uses and Richland Housing Center to the west. Richland Housing Center operated by the Sutter County Housing Authority housed 850 people in 1980. The Census indicates that 2,788 people lived within one-quarter mile of the airport in 1980, while 7,258 people were within one-half mile.

Problems relating to airport safety are caused by the juxtaposition of incompatible land uses. Current operations and the long-term master plan for the Sutter County Airport projects 90% of all operational traffic over the southern approaches of the runway. This area is planned and zoned for industrial development.

The Airport Land Use Commission (ALUC) is the body that is responsible for issues of safety relating to area airports. Within the SACOG region, ALUC functions are carried out by the SACOG governing board. The Aviation Plan and Program of the Regional General Plan adopted by the Sacramento Regional Area Planning Commission, SACOG's predecessor, in 1974, specifies three types of areas of influence around an airport. These areas are the Airport Height Restriction Areas (Zone I), Airport Safety Areas (Zone II) and Airport Noise Areas (Zone III).

Both the City of Yuba City and Sutter County have adopted height restrictions compatible with SACOG recommendations. Discussion under the Noise section of this document indicates that Zone III recommendations are also generally followed; however, Zone II, Airport Safety Areas, recommendations should be examined further.

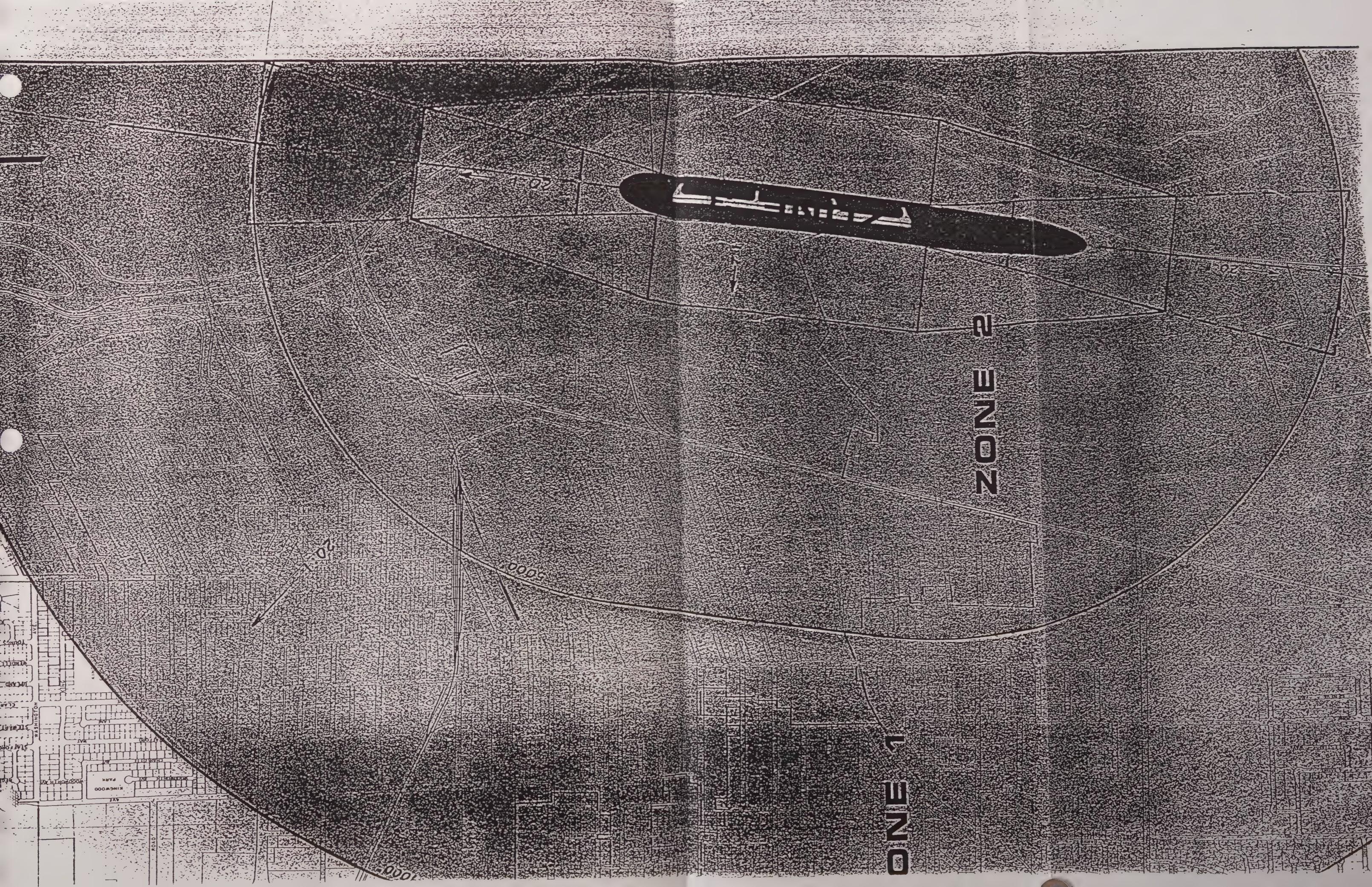
The outer boundary of Zone II is made up of two areas with tangent lines connecting these areas. The maximum radius of the areas is 5,000 feet measured from a central point located at each end of the airport runway. The area inside this boundary is divided into three safety zones. (See map).

Safety Area I is a clear zone. This area is set aside as an emergency crash area off both ends of the runway. Recommended policies for this area should restrict:

- a. Permanent structures, not including roads, railroads or underground vaults and utilities;









- b. Residential development;
- c. Any use which may result in short- or long-term large concentration of people; and
- d. Hazardous installations such as oil or gas storage facilities.

Those areas designated as the clear zones for the Sutter County Airport are owned by the County. Management practices followed by the County are compatible with SACOG's recommended policies.

Safety Area II is an approach zone. This area is immediately off the end of the clear zone in line with the horizontal projection of the runway surface. This area's purpose is to provide an additional crash area in case of aircraft malfunction. Within this area, the major concern is population density. SACOG's recommended land uses should be controlled to restrict:

- a. Residential development which would result in a population density greater than 25 people per acre; and
- b. Any use which would result in a large concentration of people such as stadiums, hospitals or schools.

Existing zoning for the area includes in Safety Area II allows residential uses to the north and industrial uses to the south. Uses allowed in both areas conflict with SACOG's recommended policies.

Safety Area III is the least restrictive of the three safety areas. Within this area, SACOG recommends restricting any use which would result in a large concentration of people such as stadiums, hospitals or schools.

In addition to the above, the following land uses should be controlled in all safety areas:

- a. Any use which would direct a steady light or flashing light of white, red, green or amber color toward an aircraft engaged in a straight final approach toward a landing at an airport, other than an FAA approved navigational signal light or visual approach slope indicator (VASI).
- b. Any use which would cause sunlight to be reflected toward any aircraft engaged in an initial straight climb following takeoff or toward an aircraft engaged in a straight final approach toward a landing at an airport.

c. Any use which would generate smoke or which could attract large concentrations of birds, or which may otherwise affect safe air navigation within this area.

Present land use restrictions for Safety Area III do not prohibit a large concentration of people. In fact, the Yuba/Sutter Fairgrounds, which includes a large grandstand complex, is located in this area.

As for the recommendations concerning flashing lights, smoke and sun glare, the existing Yuba City Zoning Regulations and Sutter County Zoning Code have provisions which reflect those policies.

## 6. Hazardous Materials

Hazardous materials consist of chemicals or substances that have commercial value and are not waste by-products of an industrial or other process. These materials are dangerous because they can cause temporary sickness, permanent physical damage or death when improperly transported, stored or used.

Listed below are the five characteristics that make a material dangerous:

- a. Toxic
- b. Corrosive
- c. Flammable
- d. Irritant
- e. Strong Sensitizers

The following are the types of businesses in the Yuba City Urban Area which are likely to use hazardous materials:

- a. Chemicals Companies
- b. Pest, Insect, Termite Exterminators
- c. Plastic and Fiberglas Fabricators
- d. Fuel Distributors and Service Stations
- e. Liquefied Gas Distributors
- f. Dry Cleaners
- g. Steel Fabricators
- h. Crop Dusters

## 7. Hazardous Waste

Hazardous waste consists of chemicals or substances produced as waste by-products of an industrial or other process. The actual amount of hazardous waste generated in the Yuba City Urban Area is believed to be very small. More specific information is provided in the Sutter County Hazardous Waste Management Plan.

There are no State approved disposal facilities (Class I Landfills) in northern California--the closest are in the Bay Area and near Bakersfield.

## Plan

1. Goal: Protection of life and property from flood endangerment.

a. Policy: It is the policy of the City that:

1) New development should be located outside of flood hazard areas.

2) When new development or substantial rehabilitation of existing development occurs within a flood hazard area, the development shall be protected from damage or destruction from flooding.

3) Future actions which aggravate or increase the threat to life or property should not be encouraged.

4) Support should be encouraged for fiscally sound and environmentally sensitive projects to protect life and property from the Intermediate Regional Flood.

b. Objectives: The City should:

1) Review the existing Flood Plain District for compliance with the requirements of the National Flood Insurance Program.

2) Develop improvements necessary to provide protection of all urban area residents from the Intermediate Regional Flood.

c. Implementation: The City will:

1) In cooperation with other agencies, support construction of physical facilities to provide additional flood control protection on the Yuba River.

2) Continue to support and encourage a sound and thorough maintenance and improvement program of the existing levee system by the various levee districts, reclamation districts and the State.

3) Preparation of appropriate Zoning Code and Zoning Regulation amendments before their respective Planning Commissions and Legislative bodies.

2. Goal: Ground Failure - No evidence of ground failure exists in the area, therefore no policies are necessary other than compliance with the Uniform Building Code.

3. Goal: Fire Safety Policies - The policies for fire safety are included under Public Services.

4. Goal: Preservation and enhancement of quality of life, including reasonable ambient noise level, of the residents of the Urban Area.

a. Policy: It is the policy of the City that:

1) An environment and ambient noise level for residential areas that is conducive to good health and allows undisturbed indoor conversation, sleep and relaxation shall be provided.

2) Noise generating activities shall be required to mitigate their effect on adjoining or nearby noise sensitive uses.

3) Noise sensitive activities shall occur only in those areas with a suitable exterior noise level or to require such activities to include mitigation measures which would provide compatible indoor noise levels year-round.

b. Objectives: The City should:

1) Adopt a community noise ordinance.

2) Amend the Sutter Country and Yuba City Zoning Regulations to require noise buffering of conflicting uses.

3) Develop standards for noise abatement techniques for new development or rehabilitation of existing development in high noise areas.

4) Utilize noise sensitive criteria as part of the basis for future land use decisions.

c. Implementation: To accomplish the above objectives the City should

1) In cooperation with health and law enforcement officials, prepare a community noise ordinance for public hearing and adoption by the City of Yuba City and Sutter County.

2) In conjunction with the Building Department, prepare Zoning Regulation amendments for public hearing before the Planning Commissions and respective Legislative bodies.

3) In cooperation with the Public Works Department and the Building Department, prepare a standard detail booklet on methods of noise abatement in existing and new developments.

4) Prepare noise impact analysis with all land use decision reports.

5. Goal: Airport safety.

a. Policy: It is the policy of the City to:

1) Protect the integrity of the Sutter County Airport so it may continue to operate as a viable transportation facility.

2) Incorporate SACOG's recommended land use policies for Airport Safety Zones by reference.

b. Objectives: The City shall:

1) Amend the land use regulations to reflect SACOG's recommended land use policies for Safety Zones.

c. Implementation:

1) Preparation of Zoning Regulation amendments for public hearing before the respective Planning Commissions and Legislative bodies to incorporate airport land use policies.

6. Goal: Protection of the citizenry from contamination by hazardous material.

a. Policy: It is the policy of the City that:

1) Businesses which use, store and/or transport hazardous materials should be located where surrounding sensitive land uses will be least affected.

2) The public should be informed as to the possible dangers of hazardous materials to human life and property.

b. Objective:

1) For the health and safety of the residents of the Yuba City Urban Area, detailed information concerning the type, amount and locations of hazardous materials should be required prior to approval of any operation using such materials from the local fire department.

c. Implementation:

1) Preparation of appropriate Zoning Regulation amendments for public hearing before the Planning Commission, City Council and Board of Supervisors.

7. Goal: Adoption of the goals, of the Sutter County Hazardous Waste Management Plan by reference.



## PUBLICATIONS & MATERIALS USED

1. Yuba City Budget - 1977-1978 et. seq.
2. Sutter County Budget - 1977-1978 et. seq.
3. Yuba City Capital Improvement Plan, 1974-1979 et. seq.
4. Master Water Study Plan - Trotter-Yoder, 1976
5. Southeast Area E.I.R. - Sutter County/Yuba City Planning Department
6. Conservation & Open Space Element - General Plan, 1972
7. Bi-County Solid Waste Plan - June 1976 and as amended to 6/89
8. Regional Energy Plan, June 1977 - S.R.A.P.C.
9. Master Plan Study & Update for Yuba City Unified School District - Westinghouse Learning Corporation, March 1974 and April 1975
10. Yuba City Municipal Code
11. Sutter County Zoning Code
12. Urban Development Strategy for California - Office of Planning & Research, May 1977
13. Regional Land Use Plan, 2001 - S.R.A.P.C.
14. The Costs of Sprawl - HUD Challenge, January 1975 - James Hoben
15. Yuba City Area Land Use Element - General Plan 1978
16. Sutter County-Yuba City Housing Element - General Plan 1978
17. Site Planning - M.I.T. Press, Kevin Lynch
18. California State Vehicle Code
19. Punian/Bains Development E.I.R. - Sutter County/Yuba City Planning Department, 1977
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22. 1980 Census - Sutter County/Yuba City
23. Social Planning for Small Cities - Department of Applied Behavior Science, University of California, Berkeley
24. Human Service Needs Assessment Survey - S.R.A.P.C., 1977
25. Marysville Lake Draft E.I.S. - U.S. Corps of Engineers
26. Reconnaissance Soil Survey - University of California Agricultural Extension Service
27. The Yuba City Bikeway Report - 1975
28. U.S.G.S. Map - Marysville Quadrangle
29. Air Quality Problems in the Lower Sacramento Valley - S.R.A.P.C., April 1977
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31. MYCATS Reports - CALTRANS
32. Elderly and Handicapped Housing Director - S.R.A.P.C., 1977
33. Yuba City Area Joint Recreation Authority Annual Report 1975
34. The California Drought - An Update - California Department of Water Resources
35. FIRM Flood Insurance Rate Map - Yuba City, March 1984
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37. California's Tomorrow - Alternatives for Growth Management, Cry Tomorrow - Summer 1976: California Tomorrow
38. Regional Transportation Plan - S.R.A.P.C.
39. Water & Sewer Plan Study - County of Sutter, 1972

40. Flood Plain Information, Marysville-Yuba City - U.S. Corps of Engineers, 1968
41. Urban Geology - State Board of Mines & Geology
42. Draft Report, Social Economic Considerations - Yuba Site - P.G.&E. by Richard Recht Associates, May 1977
43. Sutter County Assessor's Records
44. Sutter/Yuba Transit Development Program
45. Mineral Land Classification Map, Division of Mines and Geology
46. Soils Survey of Sutter County, California Soil Conservation Service

#### AGENCIES CONSULTED

1. Sutter County Health Department
2. Sutter County Public Works Department
3. Walton Fire Protection District
4. Sutter County Agricultural Commissioner/Air Pollution Control Officer
5. Yuba City Unified School District
6. Sutter County Superintendent of Schools
7. Yuba City Public Works Department
8. Sutter County Library
9. CALTRANS
10. Yuba City Police Department
11. Sutter County Sheriff's Department
12. Gilsizer County Drainage District
13. Sutter County Housing Authority
14. Yuba City Fire Department
15. Sacramento Area Council of Governments
16. City Administrator
17. Hillcrest Water Company
18. Pacific Gas & Electric Company
19. Pacific Telephone & Telegraph Company
20. Yuba City Parks & Recreation Department
21. Sutter County Building Inspection Department
22. Sutter County Planning Department
23. Yuba City Building Inspection Department
24. California Highway Patrol
25. Sutter-Yuba Board of Realtors
26. Sutter County Museum
27. Yuba City Finance Department
28. Native American Heritage Commission
29. Department of Food and Agriculture
30. Department of Fish and Game
31. Department of Motor Vehicles
32. Air Resources Board



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